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ABSTRACT

Three hundred fifty representatives of agencies, business, the government, and labor met to address the issues and problems of youth employment and unemployment. Following opening addresses by Governor Joseph P. Teasdale (Missouri) and representatives of the Departments of Labor and Education, participants attended a keynote panel discussion of perspectives on employment and training issues, successful vocational education training programs, relevant new Department of Labor publications, and the status of new youth legislation in Congress. The keynote speaker, an AFL-CIO official, advocated addressing the problem of youth employment on a widespread, rather than local, scale. Participants attended six special interest sessions which concerned the impact of new youth legislation; the role of Employment Security as related to youth; differences in urban and rural employment obstacles; necessary but complex linkages between the Comprehensive Employment and Training Act and education; how to involve labor and private industry in youth employment and training programs; and the need for reliable program evaluation techniques. Recommendations from each special interest session were reported to the conference as a whole. Complete keynote addresses are presented but panel discussions and special interest sessions are summarized. Names and addresses of participants and speakers are given as well as a complete agenda. (SB)

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Govenor's National Forum on Youth Employment

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FORUM
PROCEEDINGS

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St. Louis, Missouri

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Proceedings Format

This report constitutes the proceedings of the Governor's National Forum on Youth Employment, held in St. Louis, Missouri on May 22 and 23, 1980. Since a significant portion of the readership of this document were not present during the Forum, materials included in the conference packet (e.g., Forum Agenda, list of Forum participants, background information booklets on youth employment, and listings of Forum speakers, moderators, and panelists) are also made available in this report. The intent is to provide the reader with the overall context within which the Forum took place.

Presentations given by keynote speakers (Governor Joseph P. Teasdale, Ernest Green, Michael Bakalis, and Alan Kistler) are reprinted, with minor revisions, as close to the manner in which they were delivered as possible. Presentations given by keynote panelists and special interest session panelists are provided in summary form. Due to the number and length of special interest sessions, they are reprinted in summary form and include the following: Session Overview, Panel Presentations, Context and Commentary (Discussion), and Recommendations. No handout materials made available by individual speakers are incorporated into this report.

The material in this publication was prepared under a grant with the Missouri Division of Manpower Planning to the Practical Arts and Vocational Technical Education Department of the College of Education at the University of Missouri - Columbia. However, the views or opinions expressed herein do not necessarily reflect the positions or policies of the Missouri Division of Manpower Planning or the University of Missouri - Columbia.

Acknowledgements

The Governor's National Forum on Youth Employment brought together interested persons to focus attention on the issues and problems of youth employment, to assess the implications of the pending new youth legislation, and to identify characteristics of successful programs in order to replicate and improve them. Numerous agencies and individuals were involved in helping to bring these goals to fruition.

Initial thanks must be given to the Honorable Joseph P. Teasdale, Governor, state of Missouri, for his interest in and commitment to solving the problems associated with youth employment. Appreciation must also be expressed for the input provided by the Forum co-sponsors: the National Governors' Association, Missouri State Employment and Training Council, Missouri State Youth Council, Missouri State Department of Social Services, and the Missouri Division of Manpower Planning. Also involved in coordinating and implementing Forum plans were the University of Missouri - Columbia (UMC), Department of Practical Arts and Vocational - Technical Education and the UMC Extension Division's Office of Conference and Short Courses.

Recognition of the vital roles played by the Forum speakers, moderators, and panelists is in order. Although too numerous to mention by name, these individuals were crucial to the success of the Forum. Each spoke to the relevant issues concerning youth employment, thereby facilitating the overall objectives of the Forum. Their cooperation and hard work were greatly appreciated.

An additional group of individuals, the session recorders, provided comprehensive notes, without which the development of these proceedings would not have been possible. The six recorders taped and took notes during each Forum session and provided valuable input in compiling session summaries and recommendations. A note of appreciation should go to these six individuals: Paul Brauchle, Olivia Langendoerfer, Mary Morgan, Rick Orton, John Schell, and Carol Wilson.

Special thanks go to Teresa Heibel and Margaret Banks for their assistance with conference registration and their contribution in providing typed copies of the summaries and recommendations for dissemination to Forum participants.

Gratitude is also expressed to Daisy Cunningham who provided a photographic record of Forum events and contributed significantly to the compilation of these proceedings by preparing the majority of the summary section and making valuable editorial comments on the entire final draft.

Finally, it is necessary to recognize the members of the Forum planning committee, who were responsible for ensuring the overall achievement of the Forum's objectives. Representatives of four offices, the Office of the Governor, the Missouri Division of Manpower Planning, the UMC Department of Practical Arts and Vocational - Technical Education, and the UMC Extension Division's Office of Conference and Short Courses, effectively cooperated and communicated with one another to make the Forum a success. Great appreciation goes to the following individuals: Carl Bender, Joe Herron, Sarah Hulett, Richard Ives, Gregory Petty, Jody Russell, and Mary Toy. More specifically, special thanks go to Mary Toy for her efforts to secure all keynote speakers, moderators, and panelists, to Dr. Sarah Hulett and Jody Russell for their efficient management of Forum logistics (e.g., location, registration, meals, typing, and packet layout services), and Carl Bender for his efforts in preparation of the overall Forum program (e.g., Forum Agenda and background information booklets on youth employment), and the Forum Proceedings.

Foreward

Today our country is faced with the difficult and escalating problem of providing its young people with opportunities for rewarding and satisfying employment. Our failure to solve this problem has the potential of creating an unredeemable loss of labor resources and the tragic loss of a generation of youth alienated from our society. As Governor of Missouri I am deeply committed to successfully meeting this complicated challenge in order to prevent both unnecessary losses.

Youth employment is and will continue to be a top priority of my administration. Due to the obvious need to address the issues and problems of massive youth unemployment, on May 22 and 23, 1980, in St. Louis, I sponsored the Governor's National Forum on Youth Employment. Through the exchange of knowledge and ideas, this Forum actively sought effective solutions to the employment problems of youth. The combined efforts of agencies, individuals, governments, business, and labor resulted in valuable recommendations concerning youth programs.

My decision to sponsor the Forum was based on three important considerations. First, my position as head of the National Governors' Association Subcommittee on Employment and Training has given me the unique opportunity to study youth employment problems throughout the nation. I found youth unemployment reaching epidemic proportions in many areas of the country and I reached the conclusion that something needed to be done to influence policy decisions at the national level in order to help disadvantaged youth in every region of our nation. Second, pending new youth legislation in Congress necessitated a forum for a broad-based discussion concerning possible avenues to pursue regarding youth employment and training programs for future implementation. Finally, I wanted to ensure that Missouri youth are given the best assistance available in providing them skills for a viable and productive future. As a result of these concerns, six sets of recommendations have been developed and are contained in the Forum Proceedings.

This Forum is an important step in the process of making our political constituencies aware of the magnitude of the youth employment problem, what is required to effectively deal with this problem, and what the potential consequences will be if we fail in our effort to provide the youth of this country with the employment they both want and need.

Respectfully,

Joseph P. Teasdale

Joseph P. Teasdale
Governor
State of Missouri

Issues of Youth Employment

Introduction

The issue of high youth unemployment rates has generated a great deal of concern throughout our nation since the early 1960s. Results of this concern have been reflected in a variety of employment and training programs designed to successfully alleviate problems of youth unemployment. Although these programs have not appreciably affected youth unemployment rates, they have taught us that unemployment is a problem of great severity for particular segments of the younger population.[3]

Periods of unemployment have often been associated with the youth labor market experience. In January of 1980 the unemployment rate for youth 16 to 24 was 10.1 percent compared with a national rate of 6.2 percent. The rate for those 16 to 19 was even higher, 16.3 percent.[9] For young blacks the rate was 34.6 percent, compared with 14.0 percent for white teenagers. The 1978 unemployment rate for nonwhite teenagers in metropolitan poverty areas was 42.9 percent and 32.4 percent for the same group in nonmetropolitan poverty areas.[5]

Providing employment opportunities for all youth is not the solution to youth unemployment. Human diversity precludes this as a feasible undertaking. Positively effecting a change in the youth unemployment rate demands focusing primary attention of youth programs on those segments of the population having the greatest difficulties in the labor market. Localized, individualized approaches are required to adequately identify and evaluate the target population's needs so programs can be developed to meet these needs. Each community must develop programs that will meet the employment needs of the hard-to-employ.

Youth Labor Force Characteristics

A variety of factors pertinent to youth unemployment relate to characteristics of the teenage labor force.

1. Nearly half of the unemployed teenage population are enrolled in school, and, therefore, seek only part-time employment. Most are not primary breadwinners and live with parents or guardians.

2. Teenagers enter and exit from the labor force more frequently than older groups and are associated with temporary employment. Most of these unemployed teenagers are seeking their first job or new jobs after a short period of unemployment.

3. Many younger persons are simply not interested in establishing stable careers.[7] They tend to flow in and out of the "secondary" labor market (i.e., businesses with low pay; little opportunity for advancement; little training; high turnover). This type of employment meets their need for spending money and, at the same time, affords them a job without personal demands.

4. Although a large percentage of teenagers experience unemployment, when compared with adult unemployment it is usually of shorter duration.[7]

5. When cyclical economic trends create higher adult unemployment, youth unemployment is usually more adversely affected.[8]

6. Statistics show a decline in the youth unemployment rate with age. Table 1 reflects this decrease when comparing age cohorts 16 to 17, 18 to 19, and 20 to 24.

This last point is quite important because it suggests that for most individuals unemployment during the teenage years does not become a critical problem later on. Nevertheless, this does not preclude the fact that youth unemployment is a severe problem. Rather, it indicates a variety

of factors may require identification and analysis to provide equitable solutions for those segments of the youth labor force experiencing the greatest difficulty in the employment arena.

Table 1
Unemployment by Age, Seasonally Adjusted

Age	Unemployment Rates		
	January 1979	October 1979	January 1980
16 to 19 years	16.0	16.4	16.3
16 to 17 years	18.6	18.4	19.0
18 to 19 years	13.8	15.0	14.0
20 to 24 years	8.7	9.6	10.1

Source: U.S. Department of Labor, Bureau of Labor Statistics, NEWS, January, 1980, Table A-6.

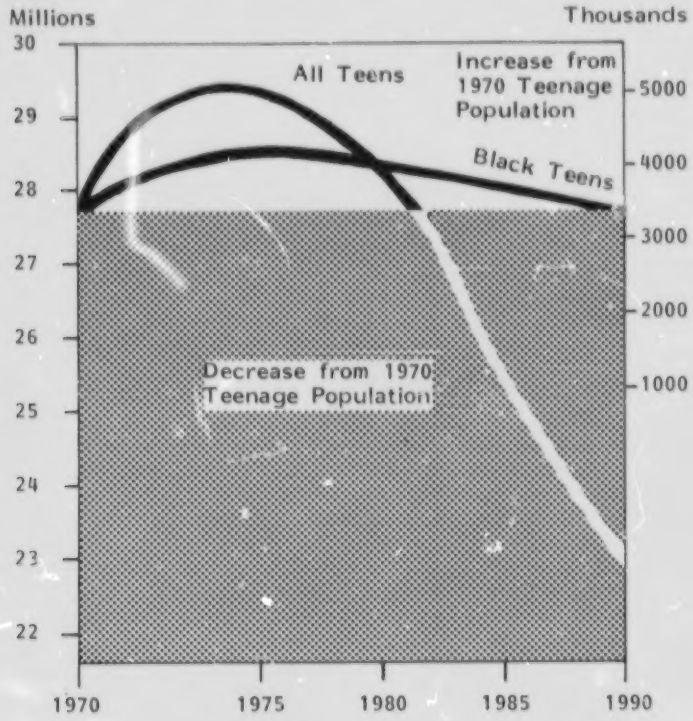
Causes For Youth Unemployment

During the 1970s the issue of youth unemployment moved to the pinnacle of public concern. This was natural when considering the fact that since World War II the youth percentage of the total population has increased substantially. As a result of this public concern, numerous causes have been advanced to account for high youth unemployment rates.

Demographic factors - Following World War II, the ensuing baby boom had profound impacts on the supply of youth entering the labor force. In 1947 new births peaked at 3.8 million per year. A second peak from 1958 to 1962 resulted in nearly 4.5 million births per year. The last of this postwar population will pass through their teenage years in 1981. However, the situation for blacks is not the same because their postwar births will peak later and decline slower than for those of whites (Figure 1). This suggests that, although current youth pressure on the labor market will decline during the 1980s, the black youth unemployment rate is unlikely to decline as a result of population decreases alone.

Although the postwar baby boom has been proposed as a major cause for high youth unemployment rates, the teenage share of total employment more than kept pace with the increased labor supply. Between 1954 and 1974 the teenage share of total employment increased from 5.8 to 8.6 percent (48 percent increase) while the proportion of the teenage segment of the population increased from 8.9 to 12.7 percent (42 percent increase). This indicates that the blame for high youth unemployment rates may not in fact be completely the result of demographic changes.

Figure 1: Relative Increase of Black and All Teenagers, 1970 - 1990



Source: U.S. Department of Commerce, Bureau of Census, P-25, No. 601, October, 1975.

Economic factors - The state of the economy has a direct effect on the rate of youth unemployment. For example, during a recession the youth unemployment rate is higher than normal, not only because of the downturn in economic activity, but also because youth have to compete with unemployed adults who exhibit more experience, a greater number of work related skills, and a more stable attachment to the work force. Additionally, the increasing percentage of women in the labor force, along with the suspected impact of minimum wage laws, creates negative effects on youth unemployment rates.[5]

Similarly, escalation of economic activity can have positive effects on youth unemployment. The Vietnam conflict had a significant impact on the labor force during the late 1960s. It directly increased employment in defense industries, as well as indirectly generating more jobs in industries that were defense related.[1] Military conflict removed a large portion of participants from the civilian labor force, thus creating a dampening effect on the unemployment rates for those age groups who were directly involved in military activity.

School-to-work transition - The move from the classroom into the labor force is found to be a slow, gradual, and seldom smooth process. Higher rates of youth unemployment are associated with this transition. Participation in entry level jobs with high turnover, minimal training, limited advancement potential, and low job security characterizes the initial state of the transition.

The majority of teenagers moving into the labor force for the first time face tremendous barriers to successful employment. These youth possess little in the way of job skills and have limited, if any, job experience. Most of their search for employment is trial and error in nature because they lack any significant information about potential career opportunities in the labor market.[10]

From the mid teens to age 24, the transition from school to work takes place. It is an experience, the length and success of which varies from individual to individual and is largely marked by uncertainty.[1] Most youth make this transition from school to work successfully. Unemployment rates are highest for 16 and 17 year olds and decline significantly by age group thereafter. Of particular concern are those youth who do not successfully make the transition to work for whatever reason (e.g., lack of available entry level positions, racial barriers, educational barriers, socioeconomic factors, sex discrimination, etc.). This segment of the younger population requires greater attention to obtain their assimilation into the labor force, suggesting the need for employment and training programs specifically targeted at these individuals.

Early work experience and future employability - Young people experiencing negative labor market success in the form of chronic unemployment are more inclined to experience a similar trend as they grow older. Periods spent both out of school and work by youth increase the probability of unemployment later in life. Current employment is highest for those who were employed during their teens. In addition, earnings for those employed as teenagers are higher than those not employed as teenagers.

Contrary to popular belief, research findings on early work experiences indicate that unemployment is not a phase through which all youth successfully pass with no long-term negative effects. A most significant finding is the direct effect early labor market experiences have on future employability and income potential.[1] Periods of early unemployment represent a loss in the development of marketable job skills.[1] These research findings indicate the need for employment and training programs targeted at unemployed and out-of-school youth to provide meaningful work experiences and enhancement of their future employability.

Preferences of employers - An important factor in analyzing the causes of youth unemployment is the reluctance on the part of employers to hire young people under 21 years of age into full-time positions. It is only natural that an employer desires an individual with some degree of experience and job related skills. Since teenage youth are often deficient in both areas, the employer has to provide expensive on-the-job training, thus precipitating hiring workers of prime age rather than teenagers.[10]

In addition to economic considerations, equally important are the attitudes employers express regarding teenagers. This might be related to the level of educational achievement, since attainment of a high school diploma increases one's chances of obtaining a job.[10] Employers often associate high school graduation with greater maturity and attainment of basic educational skills, and are therefore more willing to hire youth with high school diplomas.

Discrimination and unequal job contacts - Blacks in the youth labor market experience much higher unemployment rates than do their white counterparts. In January, 1980, blacks and other ethnic minorities, ages 16 to 19, experienced an unemployment rate of 34.6 percent, nearly five and one half times the national average, compared with 14.0 percent for whites the same age. Osterman points out that "over half of the unemployment differential between black and white 18-to-28-year-old males could not be explained by difference in education, family background, regional distribution, and the like." He further states that "Discrimination and unequal job contacts are the most important factors that differentiate the job prospects of black youth from those of white."[7] Due to racial bias on the part of employers, few blacks have job contacts available to them through family members in the labor force because older blacks experience similar discrimination.

Whatever the causes for racial discrimination in youth employment, the thrust of future employment and training programs will require paying particular attention to the minority sector of unemployed youth. Targeting attention on this segment of the youth population will be one very important means of dealing with the reality of the structural nature of minority youth unemployment.

Prognosis

National employment is expected to undergo significant changes during the next decade. Bureau of Labor Statistics projections estimate the 1985 labor force to reach 103.4 million.

However, during 1979, the nation's work force increased to 103 million. Although the BLS projection is obviously conservative, of greater importance are the higher projections for white collar employment as compared with blue collar employment. Both are expected to increase, but, blue collar employment will do so at a slower rate than previously. The outlook for farm workers remains bleak, with projections anticipating a 33 percent decline, from 3.2 percent in 1976 to less than 2 percent by 1985.[1]

These projected changes in occupational structure have their basis in long established trends of technological and social development. Of particular concern are the potential effects they will exert on the youth labor force. Youth unemployment during the 1980s will be largely dependent upon participation rates in occupations that are growing. Occupational projections indicate that growth in clerical, services, professonal and technical, managerial and administrative occupations will be substantial during the next decade. The youth unemployment situation is likely to remain serious unless youth are adequately prepared to move into these white collar positions and offset the expected shift in occupational emphasis. More specifically, inner city blacks will experience the brunt of this youth unemployment problem. Practical solutions to effectively deal with this potential dilemma demand the response of public policies concerned with youth occupational mobility.[1]

A large number of youths are presently in growth occupations. However, blacks suffer a disproportionate disadvantage compared with whites regarding employment in these occupations. Without some form of occupational upgrading, black youths, locked into slow growing blue-collar occupations will suffer higher unemployment rates than will whites. Employment and training policies that fail to address the issue of the changing employment scene will adversely affect the structural nature of minority youth unemployment.

Black youth unemployment projections to 1985 reveal that one of every three teenagers and four of every ten unemployed adults will be black, thus indicating the necessity for expansion of employment opportunities for blacks. Of fundamental importance is the movement of blacks into high growth rate occupations.[1] Manpower policy directed at the potential black youth unemployment situation can help to offset the greater influx of young blacks into the labor force as a result of the later peak in their postwar baby population (See Figure 1).

The prospects for youth employment during the 1980s are dependent on numerous factors, some of the more obvious of which are:

> ...economic growth and the adult unemployment rate, the relative size of the adult labor force, the duration of education, the extent of competition for youth jobs from other labor force groups, the size of the military, and the ability of youth to move into occupations marked by above average growth.[1]

The level of the national unemployment rate will directly influence youth unemployment. BLS projections are based on a rate of 4.8 percent. If, as expected, the current rate of 7.8 percent persists or increases, the youth labor force, particularly blacks, will be more adversely affected.

Considering the projected emphasis on white collar occupations during the decade ahead, it appears evident that policies designed to alleviate the youth unemployment problem cannot rely completely on economic stimulation. Granted, economic policies do have a direct effect on the level of youth unemployment; however, they alone cannot eliminate the structural nature of the problem. Structural components are deeply rooted in factors such as age, ethnic origin, level of education, work experience (job skills), urban and rural labor market deterioration, and the national economy.

Dealing with the structural aspects of youth unemployment necessitates policy action designed to concentrate on those segments of the youth population having the greatest difficulty in the labor market. These structural problems do not affect all youth, and therefore, many young people do not require special attention. Those youth with chronic, lingering problems in the labor market are the ones in need of immediate attention. Approaching this targeted segment with localized, individualized programs is a practical means to identify and meet their future labor market needs.

Urban Youth Employment Perspectives

The urban employment situation in the U.S. reflects an insufficient supply and class of jobs able to provide worthwhile income earning opportunities. In general, urban America is experiencing a limited amount of economic resources to adequately deal with the problems of unemployment. The changing urban economic base is the result of:

1. Outmigration from central cities. This trend has developed due to slower urban economic growth and the rapid development of suburban America since World War II.

2. Population composition changes. The population change is characterized primarily by white out-migration to the suburbs and nonmetropolitan areas, and black and Hispanic in-migration to central cities.

3. Reduction in job supply. The 1960s experienced the large-scale decentralization of manufacturing throughout America. Large companies moved away from central cities for economic reasons, leaving urban areas with significant reductions in employment opportunities.[2]

Central cities experience higher unemployment rates than suburban areas. Minority and youth populations experience the worst of this higher unemployment (Table 2).

Table 2
Unemployment Rates for Selected Civilian Noninstitutional Population Segments in Metropolitan Areas
Annual Averages 1976-77

Unemployed Segment	Central Cities		Suburbs	
	1976	1977	1976	1977
Total Labor Force	9.2	8.7	7.1	6.3
Age 16 to 19 (both sexes)	23.4	22.7	17.9	16.0
White	7.9	7.0	6.8	6.0
Black and other	13.9	14.5	11.8	10.8

Source: Employment and Training Report of the President (1978) Table A-9, p. 196.

The employment situation for urban teenage youth is an unfortunate one. The problem for blacks is particularly bad. In 1977, more than 60 percent of all unemployed black teenagers were located in urban areas, compared with 23 percent for whites.[5] The disparity between black and white job availability can be traced to lack of adequate credentials, educational deficiencies, racial discrimination, and employer attitudes placing minorities at a distinct disadvantage. Employment opportunities for all urban youth focus on "part-time, low-paying jobs emanating from low-status industries and occupations."[5] They concentrate in occupations with traditionally high unemployment rates like service, sales, clerical, wholesale and retail.

Considering all of the above factors, it is obvious that the nature of urban youth unemployment has an inherent structural component, not able to be solved solely by implementing monetary and fiscal policies. The problem goes much deeper than mere provision of employment opportunities. There is a need for in-depth analysis of those individuals comprising the unemployment statistics. An understanding of the cultural and economic factors that determine why patterns of

employment are different for central city youth, and the reasons these youth are less committed to a work ethic is imperative.

Given the current urban youth unemployment situation, the prognosis for the future will be a bleak one if employment and training programs fail to combine monetary and fiscal policy with practical approaches to solve the underlying structural nature of urban youth unemployment. With many urban areas experiencing greater financial constraints, due to the continuing erosion of their economic base, the solutions to youth unemployment problems may, out of necessity, fall on the shoulders of the federal government. Major metropolitan areas alone will not be able to successfully cope with the problem.

Urban youth unemployment cannot be dealt with effectively by across-the-board legislation providing equal assistance to all urban areas and all urban youth. Critical structural unemployment is not a problem with all urban areas nor is it a problem with all urban youth. The most crucial programs, from a structural unemployment perspective, are those designed to identify problems of the population in greatest need. This will facilitate implementation of programs to help alleviate those problems.

Rural Youth Employment Perspectives

One of the problems of employment and training policy legislation is its centrality in attempting to reduce levels of youth unemployment. It inadvertently assumes problems associated with youth unemployment are universal and can therefore be categorically assembled under one heading. Unfortunately, the situation is not this simple. There are regional, economic, social, and cultural differences warranting consideration. The preceding discussion points out some of these differences relevant to urban areas. By contrast, rural youth exhibit characteristics distinct from urban youth that demand their own consideration with regard to the problems of youth unemployment.

Rural and urban areas exhibit different characteristics that can have significance in the implementation of employment and training programs. Most urban poor families lack a male figure as head of household, whereas most rural poor families are headed by men and are more inclined to be two parent families. To a greater extent than rural poor, urban poor families are likely to be welfare recipients.[6] Although rural unemployment statistics are lower than those for urban areas, the nonfarm segment of the rural teenage population experiences consistently higher rates of unemployment than does the farm segment (Table 3).

Table 3
Unemployment Rates for Selected Civilian Noninstitutional Population Segments in Nonmetropolitan Areas
Annual Averages 1976-77

Unemployed Segment	Nonmetropolitan Areas					
	Total		Farm		Nonfarm	
	1976	1977	1976	1977	1976	1977
Total labor force	7.0	6.6	2.6	2.6	7.5	7.0
Ages 16 to 19 (both sexes)	16.8	16.3	6.3	6.9	18.2	17.4
White	6.5	6.1	2.4	2.4	7.0	6.5
Black and other	12.7	12.1	6.1	6.6	13.1	12.5

Source: Employment and Training Report of the President (1978) Table A-9, p. 196.

Since World War II, the large-scale mechanization of farming has resulted in reduced demand for farm labor in rural areas. This decrease resulted in reduced demand for farm labor in rural areas. This decrease in demand has created numerous employment problems for three reasons:

1. It involved large numbers of people.

2. The displaced farm labor supply lacked adequate job skills to make a successful transition to nonfarm occupations.

3. Many employment opportunities were geographically separated from those needing employment.[4]

The large-scale decentralization of manufacturing during the 1960s and early 1970s provided some help in increasing the demand for labor, but those benefitting from these job opportunities were often migrants with metropolitan backgrounds who offered more in the way of industrial job skills than the unemployed rural labor supply. Without an expanding job market designed to specifically meet rural needs, the rural labor force can expect continued depressed labor demands in the years ahead. Not all young people can, or desire to, take over family farms. Neither can they all fill jobs their parents fill. Therefore, without sufficient opportunities, young people will have to relocate to obtain gainful employment.

Rural youth unemployment problems are often different from those of urban youth. They generally are not poverty-related but instead emanate from the institutions which are characteristic of rural communities. Rural schools appear to be one source of the problem. They are often small with insufficient and inadequate staff. They are unable or unwilling to provide youth with adjustment skills and experiences for transition to the modern labor market. In addition, employment and training programs available to rural areas have an inherent urban bias. For example, "disadvantaged" has a different connotation in rural areas; however, eligibility for participation in employment and training programs is based on the urban definition of disadvantaged. To overcome these institutional drawbacks localized programs designed for individualized attention are needed. Establishing flexibility in program regulations is required to bring this goal to fruition.

Reviewing the trends of the '60s and '70s makes it possible to speculate about the prospects for rural youth employment during the decade ahead. The reverse migration trend will continue to bring more people to rural areas. Industrial decentralization will continue to increase the demand for a semi-skilled, and white collar labor force. Finally, development of alternative sources of energy (e.g., coal), will directly affect rural sectors of the nation due to the location of available natural resources in rural areas. This suggests that the prognosis for youth employment in rural areas is brighter than that for urban youth. However, if rural youth continue to remain deficient in adequate job and educational skills required in the modern labor market, the lack of sufficient employment opportunities will continue to plague this segment of the labor force. The potential is there. Successful development of that potential needs to be accomplished by linking employment and training programs with educational components to successfully develop the future employability of America's rural youth.

Conclusions

The foregoing discussion attempts to develop an awareness of the issues of youth employment from a national perspective. The major characteristics and causes discussed in the literature are presented in a descriptive and somewhat condensed narrative. Although presentation of pertinent issues is the primary intent of this report, there are relevant conclusions that can be drawn based on this descriptive material.

1. The youth population of the 1980s is projected to decline. The last of the postwar baby boom population will pass through their teens in 1981. Many people assume that the youth unemployment problem will also decrease. Even though the problem will appear less visible, the real problem will increase for blacks because their baby boom cohort will

peak in 1985 and drop off much more slowly than that of whites. Failing to give due consideration to this fact could result in a worsening of the structural nature of the minority youth unemployment problem.

2. The causes attributed to youth unemployment are diverse and multificeted. No one factor can explain the reasons for high unemployment rates. A variety of social, economic, cultural, demographic, and environmental factors warrant attention in determining causes. By the same token, these factors must be considered in the development of programs designed to help alleviate the structural nature of youth unemployment.

3 Our educational system is rigidly structured and serves as a deterent to an increasing number of young people. Insufficient alternatives exist to meet the diverse needs of the younger population. An educational system cannot survive in a rapidly changing culture if it fails to adapt to that change. Establishing a more flexible educational system, designed to provide individualized program development and instruction can help in this adaptation. For example, the Carnegie Council advocates a career education approach starting in elementary school that would provide youth the opportunity to explore different vocational and occupational avenues at an early age.

The emphasis on education should remain fairly high, for research indicates a positive correlation with the level of educational attainment and income and employment potential. What requires consideration is the necd to provide youth with alternatives to the traditional form of classroom education.

4. Minority, inner city, and rural area youth are the segments of the labor force that will experience the bulk of youth unemployment during the 1980s. By applying efforts to lessen their structural unemployment problems, employment and training programs can help to maximize the financial and social costs involved. Elimination of the structural component will not occur overnight. Nevertheless, if something is not done to slow its progress, the situation will surely become worse during that time.

5. Different programs are not necessarily required for urban and rural area youth. Rather, a flexible national manpower policy, which permits the development of localized and individualized programs, can facilitate the accomplishment of this objective. A flexible national policy can allow for targeting on distressed segments of the population, determining and evaluating the needs of that population segment, and developing programs to effectively meet those needs.

6. Evaluation of numerous past and current employment and training programs has fostered a more comprehensive understanding of the intricacies of the youth unemployment dilemma. At the present time, it is necessary to take a critical look at the types of legislation and programs needed for the future. This, coupled with a commitment from local areas to deal with this problem, is the key to successfully addressing the issues of youth employment.

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Forum Proceedings Summary

On May 22 and 23, 1980, over 350 individuals met in St. Louis, Missouri to attend the Governor's National Forum on Youth Employment. Forum participants representing a variety of agencies and areas from around the nation came together to exchange knowledge and discuss ideas and possible solutions to the problems associated with youth employment. The following consitutes a condensed version of what transpired during the two-day Forum. For a more detailed account, the reader is referred to those sections following this summary.

Opening Addresses

Joseph P. Teasdale
Governor
State of Missouri

Unemployment statistics indicate that our young people currently face a bleak employment situation. They want and need jobs that offer opportunities for personal satisfaction, an adequate standard of living, and a sense of achievement that is derived from work. If we fail to meet these needs and wants, we must all be willing to accept the consequences of our failure.

Recent research studies by the W.E. Upjohn Institute indicate that young people experiencing negative labor market success in the form of chronic unemployment are very likely to remain unemployed as they grow older. Periods of early unemployment prevent the development of marketable job skills. Youth unemployment today translates into adult unemployment tomorrow with all its attendant problems of crime, poverty, increased welfare dependence, lack of self-esteem, and the creation of a poverty cycle for entire families and subsequent generations. Our success or failure in providing education, training, and employment for our youth will determine the economic welfare of our nation for years to come.

The crucial question for all of us involved in finding solutions to this problem is "how?" What needs to be done, who needs to do it, and for what segments of the youth population will various strategies work best are questions that demand answers.

With the anticipated shift toward white collar and more technically oriented blue collar positions during the 1980s, basic educational skills become increasingly important. Developing stronger linkages between CETA and education and promoting successful school to work transition becomes more crucial if the structural nature of youth unemployment is to be changed. Educators must develop additional educational alternatives which will entice young, disadvantaged youth into learning basic educational skills needed for employment. Education must meet the special needs of juvenile offenders, the handicapped, and older youth.

The private sector must dramatically increase its efforts to train and employ youth. Our economic system is based on private enterprise and the private sector is the major source of jobs in this nation. Businesses frequently feel that social reform and welfare are the responsibilities of government and not the private sector. Without a skilled labor force, however, industry cannot function. Without consumers who have the resources to buy goods and services manufactured by the private sector, private enterprise cannot survive. The private sector must make an effort to hire more young people and teach them the basic work skills necessary for survival in our economic system.

Most importantly, agencies, individuals, governments, education, private business, and labor unions must learn to work together. We must coordinate our efforts if we are to effectively reduce and hopefully solve youth unemployment. Not only must we learn to cooperate in our day to day operations, we must unite and let our state and federal legislators know what is needed and what the consequences will be if we fail in our efforts to provide young people with the employment they want and need.

Ernest Green, Assistant Secretary
Employment and Training Administration
U.S. Department of Labor

The problem of joblessness among young people is the number one issue on this nation's domestic agenda. Unless it is resolved soon we will darken the dreams of today's youth to take their rightful place as productive citizens. Our Comprehensive Employment and Training Act

youth efforts go a long way toward arriving at that resolution and toward brightening those dreams.

We have an economic climate which is again bedeviling us with the twin evils of rampant inflation and rising unemployment. The Administration has responded to the crisis by recommending a number of budget reductions to help stem the ravages of inflation, and some of these reductions have had to be in the area of employment and training. In the priority focus of CETA assistance--aid to the disadvantaged people of this nation--we have kept budget reductions to a minimum. While the Administration proposes large reductions in countercyclical Public Service Employment, the mechanism is still in place and can be expanded if unemployment continues to rise. We propose to reduce the Young Adult Conservation Corps by some 40 percent, but this program is poorly targeted and has a high unit cost. While deferring welfare reform, we would continue the pilot projects on a scaled-down basis under Title II-D.

Our major programs for the disadvantaged would emerge relatively unscathed. We would retain full funding for the new youth legislation and for the summer youth program, continue our initiatives to create more jobs in the private sector, and maintain the strength of our employment and training projects under Title II.

The legislative outlook is uncertain, so it is vital that the strong constituency on behalf of effective employment and training assistance to the jobless and disadvantaged makes its views known during the legislative process which will end in the fall.

AFL-CIO President Lane Kirkland put it just right recently when he said, "The bottom line of the budget fight is social justice. All the civil rights legislation, all of the aid authorizations for the poor and handicapped, all of the job training programs--these are nothing without the appropriations, without the funding."

This Administration has made it very clear that even the pressing needs for budget balancing and inflation fighting can never be an excuse for condemning a generation of disadvantaged young Americans to an endless cycle of poverty and lost opportunity. Behind every grim unemployment statistic is a multitide of human miseries.

In all of our youth efforts, as in CETA generally, we are currently focusing on three major thrusts--to get our help to where it is really needed, to involve the private sector as program operators and full partners, and to get whole communities behind job creation efforts.

As we move ahead, let us do so in the spirit in which President Carter announced the Administration's youth initiative. In pledging that "we will give our young people new hope for jobs and a better life in the 1980s," the President quoted from the poetry of Langston Hughes:

> Hold fast to dreams, for if dreams die,
> life is a broken-winged bird that cannot fly.

If we continue our work in that spirit, we will go a long way toward helping to insure that the dreams of American's young people are kept alive.

Michael Bakalis
Deputy Undersecretary Designate
U.S. Department of Education

People today very often complain that the schools are no good and look to the "good old days" when somehow, in some mythical time, people were trained, educated, could read and write, and could enter the labor market. Then they look at our schools now and ask what has happened. Some of the criticism is probably justified, but it is also important to keep in mind that historically the American school system has never done very well with the lowest socioeconomic element of our society. The fact is that a large number of our young people were failed by the schools in previous decades of our national history. The difference is that they were absorbed so quietly into an economic system and a labor market which could take individuals who did not know how to read

or write and find some useful work for them. Today, they cannot disappear into that same kind of labor market because the unskilled jobs are simply not there. There are too many people for not enough jobs and that is a fact of life.

Another situation has also developed which has made it difficult for our schools to provide the basic skills necessary for our young people to move into the labor market. Our schools have been asked to take on a variety of responsibilities for solving social problems which are not being solved by the large society. Examples of this are sex education, driver education, values education, consumer education, and civics education. These are all commendable goals, but as they are turned into practice we have a school system that is diluted and stretched to a very dangerous point. The educational system needs to do some serious rethinking about what its missions are. It cannot attempt to solve every societal problem or it will do nothing very well, including training young people in the basic skills so they can function in society.

The concept of the new youth initiative offers some hope by addressing itself to the relationship between school and the larger labor force. The five key elements of the education component of the proposed new youth act are:

1. A highly targeted fund allocation formula to provide maximum service to the portions of the youth population which suffer most from unemployment.

2. Local school analysis of strengths, weaknesses, and goals to facilitate planning the most effective use of federal funds to meet those goals.

3 Funding decisions about school plans are primarily the responsibility of the local education agency.

4. Emphasis on basic skills that allow young people not only to find jobs but to remain in them and move on to future jobs.

5. Involvement of the vocational education system in serving these young people.

I believe this approach can succeed if it has the support of education, the private sector, and Congress. The Departments of Labor and Education are dedicated to working together to begin this exciting effort to attack a very significant problem.

Keynote Discussion Panel

In a panel moderated by Joan Wills, Director of the Employment and Vocational Training program of the National Governors' Association, Gene Bottoms, Janet Rosenberg, and William Spring discussed various perspectives on employment and training issues. The following are summaries of their presentations.

Gene Bottoms
Executive Director
American Vocational Association
Topic: "What Works for Youth"

In the transition from school to work, disadvantaged youth are assisted in gaining educational skills by: (1) longer practice; (2) task-oriented teachers; (3) consistent role models; (4) applied learning; (5) visible relationships between school and work; (6) effective linkages and coordination; (7) involved teaching; and (8) a longer transition process.

Vocational education deals with large numbers of disadvantaged youth and helps many of them find their educational niche, resulting in positive attitude changes. In combination with basic education, vocational education can work for disadvantaged youth by providing a goal orientation. Vocational education provides youth with a career identity, enables them to learn by doing, allows alternative learning approaches, gives experience in adult roles, and builds self-confidence in youth by providing a tangible form of success.

Vocational education and prime sponsors must tailor training to individual student's needs by providing an individual assessment process, program design allowing open entry and exit, adequate supportive services, and lower student-to-teacher ratios.

Janet Rosenberg
Special Assistant to the Administrator
U.S. Department of Labor
Topic: "Where We Are and Where We Are Going"

The Summary Report of the Vice President's Task Force on Youth Employment identified concerns related to a job gap of approximately one million jobs, an education gap resulting in a lack of basic skills, and a skill gap suggesting a need for work readiness skills.

Basic principles of youth programs include: (1) consolidation of grants at the local level; (2) a variety of approaches for meeting developmental youth needs; (3) locally developed benchmarks for basic skills; (4) programs which reflect workplace realities; (5) greater local flexibility; (6) a high degree of targeting; (7) coordination between education and labor; and (8) a longer term approach to training.

The Department of Labor's Office of Youth Programs has been involved in recording valuable information regarding program operation. It is now moving from knowledge development to involvement in a variety of activities for dissemination and utilization of what has been learned. Action from the national level alone cannot make this work. The impact is going to occur at the local level, and this will make local commitment imperative.

William Spring
Associate Director
Domestic Policy Staff
White House
Topic: "The Need for Employability Development and the Status of the New Youth Legislation"

A long-range view of employability development is necessary for building an adequate employment and training system.

The poor in our society have been relegated to an inferior status in acquiring an education. Our educational system needs to place equal emphasis on youths who are not college bound and those who are preparing for college. In order to provide the nation with a high-quality labor force in the future, it is necessary to recognize that non-college bound youth have a considerable contribution to make to this country.

Coordination of job skills training and basic academic skills enhances the chances for disadvantaged youth to make a smoother transition from school to work. This process must be completed with adequate follow-up services in order to accomplish that objective.

While the principles of the new youth legislation would normally have received no opposition, the current rate of inflation has pressured Congress to balance the budget. As a result, the closer linkage between CETA and education which would result from this legislation may be delayed a year.

Keynote Address

Alan Kistler
Director of Organization and Field Services
AFL-CIO

The problems of youth cannot entirely be separated from the problems of adults in our economy. Young people do not comprise a totally separate entity of society that can be looked at in isolation and removed from the labor force as a whole. While it is important for this Forum to concentrate on the problems of youth unemployment, what is basic to the problem is related to employment and unemployment in general.

One of the fundamental goals of the labor movement, which is shared by many other organizations and individuals, is full employment. All Americans including young people have a right to a job because of the basic right to life.

While the recession the United States is currently experiencing hurts us all, it is particularly cruel to young people and those from minority groups. The solution to youth joblessness, however, must ultimately rest on a comprehensive employment policy that deals simultaneously with all forms of unemployment. Unless all skilled, experienced workers are working and the career ladder is functioning properly, the unskilled and the young will not find jobs. The crisis of youth unemployment is representative of the crisis of the total economic system.

This is not to say that the young do not have special problems. The crisis of youth unemployment has become one of the nation's greatest tragedies, and potentially one of the most dangerous. We are creating an entire sub-culture of unskilled, inexperienced, frustrated, and angry young people, who will soon be unskilled inexperienced, frustrated, and angry adults. The very great danger of this is obvious.

The AFL-CIO continues to support efforts to combat youth unemployment through the Comprehensive Employment and Training Act and through vocational education programs. Our concerns are that such programs provide genuine, long-term benefits to young people, do not harm the current working population in any way, encourage continued education and training, maintain wage and work standards, and use existing apprenticeship programs when possible. We question the value of such things as tax credits, wage subsidies, and vouchers.

Labor and business must join forces with all levels of government, federal, state, and local, to seek solutions to the problem of youth unemployment. There is value in dealing with a problem at the earliest and lowest level it can be dealt with adequately. But you don't deal with it locally if it obviously requires the total societal presentation and address.

We must assess the total problem, recognize the dimensions of the challenge, and make a commitment. We must establish an empathy with the poeple while remaining objective enough not to be mired in the local debris. We must approach the problem with the determination and belief that it can and will be solved.

Special Interest Sessions

NEW YOUTH LEGISLATION

Clarification was provided on the proposed bills expected to exert the greatest impact on the design of the new youth legislation. Three proposed pieces of legislation were discussed, the Hawkins "Youth Employment Act" (H.R. 4465), the Carter administration "Youth Education and Employment Initiative," and the Goodling Compromise Amendment.

Pending youth legislation is designed to extend or restructure youth employment programs operating under Title IV of CETA. The three proposals discussed emphasize to various degrees that both employment and training should constitute the primary objective of the legislation. They also agree that disadvantaged youth should comprise the target population for available training. To some degree, all the bills advocate appropriate CETA/Education linkages, but the Carter proposal stresses a combined education and training package more than do the Hawkins bill or the Goodling Amendment.

The major issues discussed concerning the Carter administration youth bill included: subminimum wages, special groups, achievement records and benchmarks, the 18-month participation limit, entitlement programs, and forward funding. The Goodling Amendment presentation outlined what Title II of the Carter youth bill provides for education. It was pointed out that state education agencies are expected to take the lead in distributing funds to LEA's.

To make the legislation work, appropriate linkages are required at the state level between CETA and education. Trust between prime sponsors and LEA's must be built so that joint planning can occur. Because the proposed youth legislation does not spell out coordination between CETA and education at the state level, the implications and roles for state agencies are still unclear.

RECOMMENDATIONS

1. Titles I and II of the Youth Opportunities Act, (i.e., the Carter administration bill), should be provided forward funding, services should be targeted toward special groups, and alternative career options should be made available to youth.

2. Basic academic skill development should be included in vocational training.

3. Time limitations on participation in youth programs should be eliminated.

4. Existing programs should be consolidated into basic grants.

5. Subminimum wages should be eliminated as a program strategy.

EMPLOYMENT SECURITY AND YOUTH

The future role of Employment Security (ES) should be one that strongly emphasizes the provision of employment services to youth at all governmental levels. ES has a history of involvement with youth. For example, services including testing, counseling, job search, placement, and job information have been provided by ES. A slide-tape presentation portrayed ES successes in cooperation with other community agencies in several states.

Employment Security has the capacity to develop appropriate linkages with potential employers of youth. This capacity extends throughout the 2,800 local ES offices nationwide. Participants and panelists agreed that this was a unique strength in meeting the challenges of providing youth with employment. However, new methods are necessary for making the available job information accessible by greater numbers of youth.

Employment Security should be viewed as an asset in the process of seeking employment. However, due to negative public relations, the role that ES has played in providing services to youth has been minimized. Changing the negative image of ES is necessary before it can perform at maximum potential.

In 1979, ES reached five million youth of which it helped to place two million in jobs. Approximately 44 percent of all 1979 placements were youth. These figures indicate that ES is a major resource regarding youth employment and it requires appropriate consideration. Nevertheless, before ES can achieve its maximum potential, limitations such as inadequate staff, the negative image of ES, and its multiplicity of missions must be addressed.

ES has the capacity to serve as an information system to clients and other agencies. This information system also has the capacity to provide program accountability data. However, implementation of this central data base index requires additional funding at federal, state, and local levels.

RECOMMENDATIONS

1. Future youth programs should include a role for Employment Security.

2. Employment Security staff should undergo further training in minority relations and improved personal relations.

3. The U.S. Employment Service should explore and provide technical assistance and direction to state and local agencies on methods of providing improved services.

4. Employment Security services should be brought out of the office and into the community and schools.

5. Present Employment Security data systems should be explored as a basis for creating a centralized, integrated, and automated Management Information System for all employment and training programs.

6. The placement credit system should be revised to allow for appropriate credit for a job referral to an employing agency (e.g., a Community Based Organization).

RURAL AND URBAN YOUTH

The diverse nature of rural and urban areas points out the need to provide youth from these locales with alternative options within the existing education and employment and training systems. Existing training prepares youth to work in large organizations. This is fine for urban youth, but rural youth suffer because rural areas often lack large employers. Three alternatives to existing training include:

1. The development of entrepreneurship (self-employment) programs.

2. Using local trades people as instructors in vocational programs in isolated rural areas.

3. Emphasize use of small business participation and place CETA youth with private-for-profit employers.

Several issues discussed apply to both rural and urban youth. For example, youth constitute an untapped resource, the educational system cannot be expected to train youth completely, vocational training is too specific and inflexible to remain the "one best method," training programs and education have to be sensitive to the aspirations of youth, and a larger degree of community concern and involvement are necessary to effectively address the problems of rural and urban youth.

Specific skills training cannot remain the norm for the future of vocational education. In the future, the successful worker will have to be more of a generalist, capable of implementing a number of skills.

RECOMMENDATIONS

1. There is a need to develop and implement entrepreneurship (self-employment) programs for urban and rural youth.

2. School-based cooperative education programs should begin at an earlier age, possibly fourteen.

3. Existing federal (U.S. Department of Labor) and state (Department of Education) policies regarding private sector involvement and "trades training" should allow greater flexibility in the employment of isolated rural and inner city youth.

4. Additional public works projects, which concentrate on the employment of youth, should be provided in rural areas.

CETA/EDUCATION LINKAGES

The variety of agencies and the governmental regulations involved makes the establishment of linkages between CETA and Education a very complex process. An additional barrier to the development of linkages is the lack of action on the part of the concerned parties. Stronger CETA/Education linkages must be based on more than simple verbal commitment from individuals and agencies in order to promote a successful school-to-work transition for youth.

Adequate information exists on how to form linkages. Further research is not the answer. It is now time to apply the available knowledge to the establishment of stronger linkages. Lip service is of no value without coordinated action towards implementing the ideas.

Establishing a national priority of human resource development will facilitate the linkage process between CETA and education. Additionally, a legislative mandate pertinent to the development of linkages may be necessary to bring this goal to fruition. Both methods express the necessary ingredients to enhance linkages, that is, an intent, desire, and commitment to do it.

Linkages between CETA and Education involve a variety of areas for collaboration. For example: Between CETA and Local Education Agencies, between CETA and private industry, in using a needs assessment to build linkages, and the roles to be played by individuals and agencies.

Building and maintaining linkages can be very important to the success of youth programs. However, linkages should go beyond CETA and Education to include private industry and labor agencies.

RECOMMENDATIONS

1. Conduct workshops that bring Prime Sponsor, state and local education agencies, and private sector personnel together.

2. The principal actors in human resource service arenas should engage in ongoing multilateral communications.

3. Complete the linkage partnership (CETA/Education) by involving the private sector and labor.

4. Give consideration to developing alternatives to the existing educational system.

5. In specialized training programs, restrict supporting subject instruction to the absolute minimum actually required to perform on the job.

6. Collaborative efforts on needs assessments should have a joint basis.

7. Intimately fuse basic education and skill training.

8. Entitlement projects should be continued.

LABOR AND PRIVATE INDUSTRY

A variety of groups provided input concerning youth employment issues. Trainers, planners, industry, and labor personnel addressed the issue of youth employment needs through a number of specific program testimonials (e.g., YES, WOW, STEP, and HRDI). All of the programs described provided valuable examples of how to successfully involve labor and private industry in employment and training programs.

Labor and industry's involvement in employment and training programs has a self interest basis because they conduct the majority of specific skill training. Nevertheless, labor and industry rely on the educational system to provide them with youth competent in the basic academic skills required to successfully accomplish the skills training they provide. Collaboration between labor, industry, and education is necessary to effectively address the problems of youth in the labor market.

The Youth Employment Support (YES) program in Little Rock, Arkansas, uses volunteers from industry to help disadvantaged youth make the transition from school to work. Individual needs assessment and an emphasis on using small employers proves to be highly successful in placing youth in private sector jobs.

Wider Opportunities for Women (WOW) implements training programs designed to prepare women for non-traditional occupations. The programs attempt to simulate real work situations by using labor and industry personnel in the training of youth.

The Summer Training Employment Program (STEP) at the McDonnell Douglas Corporation provides youth with ten weeks of training in skill areas and personal development. The program consists of occupational exploration and the continuation of schooling is greatly stressed.

The Human Resources Development Institute (HRDI), the employment and training sector of the AFL-CIO, has a history of involvement with youth programs and CETA. HRDI is committed to forming appropriate linkages between government, labor, and industry to help implement CETA's Private Sector Initiative Program (PSIP).

RECOMMENDATIONS

1. Training programs should be targeted to specific groups, industries, and jobs for which there are employment opportunities in the larger economy.

2. The role of unions should include enchancement of job opportunities for youth while protecting the jobs of its workers and maintaining standards of job performance.

3. New programs and their relationship to existing programs should be completely clear to industrial sponsors, with the assurance that outside interference and paperwork will be held to a minmum.

4. Attention should be given to the timing of program activities.

5. Occupational information should be provided to youth at all levels of the educational system.

6. Employment and training programs should address the issue of physical accessability to available jobs.

7. Exemplary programs should be developed for industry and labor to serve as models in a variety of settings.

PROGRAM EVALUATION

The vague and general nature of youth program objectives makes effective evaluation difficult. Clearly defined and measurable objectives can help to better determine the improvements in the employability of program participants, which is the primary goal of youth programs.

There is a significant difference in the types of evaluation used for vocational programs as compared to employment and training programs. Vocational program evaluations are conducted by vocational educators, focus on program improvement and effectiveness, and results are of a subjective nature. Employment and training program evaluations are conducted by labor economists and employment and training personnel, focus on assessing cost/benefit and cost/effectiveness, and result in data-based answers to specific questions. Traditionally, vocational education evaluations have been more qualitative, whereas employment and training evaluations have tended to be more quantitative in nature.

A comparison of the two evaluation methods indicates that qualitative methods are inductive, holistic, discovery-oriented, and humanistic in their analysis. They stress examination of program context and the characteristics of program participants. Quantitative methods are deductive, specific, hypothesis-oriented, and statistical in their analysis. They are based on the analysis of numerical data and emphasize causes and consequences.

Both methods of evaluation are applicable to youth programs. A combination of the two offers the maximum potential. Generally, the qualitative approach offers more if used in a program's early stages, whereas the quantitative method has the most to offer following development of a knowledge base.

Youth program evaluation is useful only if the results generated are applied to program improvement and the development of a greater mix of services.

RECOMMENDATIONS

1. Both quantitative and qualitative measures of performance should be adopted in the evaluation of youth programs.

2. Evaluation methods should be selected based on the appropriateness of the goals under investigation.

3. Criteria from adult programs should not be used to evaluate youth programs.

4. Program evaluations should include measures that address management issues about which something can potentially be done.

5. Those who control entry to jobs should be more actively involved in designing program evaluation strategies.

6. Much more attention should be devoted to determining what constitutes the relationship between short-term and long-term performance measures.

Opening Addresses

Honorable Joseph P. Teasdale
Governor, State of Missouri

Youth unemployment has been a priority concern of my administration since I took office. As Governor of Missouri and Chair of the Subcommittee on Employment and Training for the National Governors' Association, I have sponsored this Forum to focus public attention on the problems and potential consequences of youth unemployment, which has reached epidemic proportions in our country.

In January of this year, the unemployment rate for this country's 16 to 24 year olds was 10.1 percent compared with a national unemployment rate of 6.2 percent. The rate for young people 16 to 19 years of age was even higher at 16.3 percent. For young blacks the rate was an appalling 34.6 percent.

These figures demonstrate the bleak employment situation facing our youth. Young people want and need jobs. They want and need training for jobs that offer opportunities for personal satisfaction, an adequate standard of living, and a sense of achievement that is derived from work. If we fail to meet these needs and wants, we all must be willing to accept the consequences for our failure.

Recent research studies by the W.E. Upjohn Institute indicate that young people experiencing negative labor market success in the form of chronic unemployment are very likely to remain unemployed as they grow older. Periods of early unemployment prevent the development of marketable job skills. Currently, those unemployed as teens have the highest unemployment rate. In addition, earnings for adults unemployed as teenagers are lower than those employed as teenagers.

The significance of these results is compelling. Youth unemployment today translates into adult unemployment tomorrow with all its attendant problems of crime, poverty, starvation, increased welfare dependence, lack of self-esteem, and the creation of a poverty cycle for entire families and subsequent generations.

Our success -- or our failure -- in providing education, training, and employment for our youth will determine the economic welfare of our nation for years to come.

The crucial question for all of us involved in finding solutions to this problem is "how?" What needs to be done, who needs to do it, when do we do it, and for what segment of the youth population will various strategies work best?

There is a need for us to consider the problems of youth employment from the viewpoints of all those involved in the effort to provide our young people with the skills necessary to make them productive members of society. We need to evaluate our past and present successes and failures and relate them to what is needed in the immediate and long-range future. The necessity to do this on a personal level is vital.

National employment is expected to undergo significant changes during the next decade. Both white and blue collar employment are expected to increase during the 1980s, but blue collar levels will increase at a much slower rate than white collar employment. The outlook for farm workers remains bleak with continued declines expected. Whether current youth employment programs can adequately prepare young adults for this change in the employment structure is a question which must be answered now. The youth unemployment situation is likely to remain serious unless young people are prepared to move into white collar positions. Blue collar positions which will be available are likely to be more technologically oriented and programs designed to put youth into blue collar jobs need to reflect this change.

The speakers, moderators, and panelists who have contributed their time and expertise to this Forum have a broad range of knowledge that can help each of us plan for these changes and improve our service to youth. But only through an active interchange of questions, answers, discussions, and disagreements can a viable plan of action be formulated.

The major topic areas which have been identified for discussion at this Forum are those which are most in need of this type of interchange. They are crucial in finding solutions to the ever-increasing problems of massive youth unemployment.

With the anticipated shift toward white collar and more technically oriented blue collar positions during the 1980s, basic educational skills become increasingly important. Developing stronger linkages between CETA, education, and promoting successful school to work transition becomes more crucial if the structural nature of youth unemployment is to be changed.

The necessity of making institutionalized agencies more responsive to the needs of youth has also become more and more evident. Employment Security provides many different types of services of which many people are unaware. The applicability of this assistance to youth and the changes that can be made to attract and serve more young people effectively are important issues. Again, if budget cuts for youth employment programs are made, the tailoring of already existing services to make them more responsive to the youth population may be the only way to fill voids created by decreased funding.

Finally, there is a need to re-evaluate existing programs in terms of the youth to be served. Different employment obstacles face urban and rural youth and form a major division of responsibilities within youth employment and training programs. Accurate identification to determine appropriate and effective strategies for each of these segments requires careful and thoughtful discussion and recommendations.

These topic areas are of critical concern to me. As Governor and Chair of the NGA Subcommittee on Employment and Training, I have been able to carefully observe both state and federal efforts in each of these categories. I have discussed youth employment programs with community leaders, business people, labor unions, educators, and youth, both from around the country and from Missouri. I have also been able to closely observe public reaction to the kinds of programs currently operating and the people these programs are serving. Everyone understands unemployment and some of the problems of youth unemployment. There are, however, widely divergent views as to the causes of youth unemployment, its effect on society, solutions to the problem, and the kinds of youth who are unemployed.

The most disturbing attitude I have encountered is that youth unemployment is perceived as a black or minority problem exclusively. It is true that minority youth have a much higher rate of unemployment than do white youth. The unemployment rate for minority youth 16 to 21 years of age in St. Louis City is 51 percent, compared with an overall youth unemployment rate of 12 percent. For a variety of reasons, non-white youth have a much harder time finding and keeping good jobs.

It isn't just their problem, though. All of us are affected by anyone who is unable to provide his or herself an adequate standard of living. Welfare rolls increase and more and more people become disillusioned with a system which only provides a portion of its citizenry with the material and psychological benefits which it has promised for so long.

More and more of our youth are reaching this stage of disillusionment and reaching it earlier in their lives. They have watched parents, aunts, uncles, sisters and brothers repeatedly fail to attain those benefits society has so long promised. The youths themselves are unable to get jobs and their future looks just as bleak as that of their parents. As I stated previously, it is the same young people who are unemployed in their teens who are most likely to become unemployed in their adult years.

What price are we willing to pay in the next decade when the youth of today become adults? Do we want to cope with continually escalating public assistance payments, increasing crime and widespread alienation from society? This is the situation all of us will have to face if we cannot help our youth become self-sufficient members of our culture. We cannot simply shrug our shoulders and dismiss youth unemployment as a "black" problem.

The private sector must dramatically increase its efforts to train and employ youth. Our economic system is based on private enterprise and the private sector is the major source of jobs in this nation. Businesses frequently feel that social reform and welfare are the responsibilities of

government and not the private sector. Without a skilled labor force, however, industry cannot function. Without consumers who have the resources to buy goods and services manufactured by the private sector, private enterprise cannot survive. Private businesses must work more closely with prime sponsors and local, state, and federal governments to create programs which can provide skilled workers with assets valuable to businesses. The private sector must make an effort to hire more young people, to train them, and teach them the basic work and educational skills necessary for survival in our economic system.

Educators must develop additional educational alternatives which will entice young, disadvantaged youth into learning basic educational skills needed for employment. Education must meet the special needs of juvenile offenders, the handicapped, and older youth.

Most importantly, agencies, individuals, governments, education, private business, and labor unions must learn to work together. We must coordinate our efforts if we are to effectively reduce and hopefully solve youth unemployment. Not only must we learn to cooperate in our day to day operations, we must unite and let our state and federal legislators know what is needed and what the consequences will be if we fail in our efforts to provide our young people with the employment they want and need.

This Forum is one important first step in that process. This evening the moderators of each of the special interest topics discussed during this conference will examine the results of these panels and draft a set of Forum recommendations on youth unemployment. These recommendations will then be issued to the press and copies distributed nationally. We must make every citizen in this nation aware of the magnitude and the potential effects of this problem.

All of you have demonstrated your concern by being here for the Forum and taking time off from your important work to come here to learn about and to discuss possible solutions to the problems of youth unemployment. I want to thank you for your dedication and hard work. If we continue these efforts and constantly strive for more cooperation and involvement from each other and all members of society, we will succeed.

Ernest Green, Assistant Secretary
Employment and Training Administration
U.S. Department of Labor

It is indeed a pleasure for me to be here today, because Governor Teasdale has been one of the strongest supporters of Comprehensive Employment and Training Act programs, including our youth efforts. He is to be commended for bringing together this fine group of people to explore ways of resolving the problem of joblessness among young people.

This administration is convinced, and I personally am convinced, that this problem is still the number one issue on this nation's domestic agenda. Unless it is resolved, and soon, we will darken the dreams of today's youth to take their rightful place as productive citizens. I believe our CETA youth efforts, which I shall outline here, go a long way toward arriving at that resolution and toward brightening those dreams.

Not only has Governor Teasdale firmly supported our youth efforts, but as Chairman of the National Governors' Association Employment and Training Council, he has kept the need for a strong CETA in the forefront of public attention. He is a good example of how, over the past few years, the states and their governors have taken on increasingly important roles and responsibilities under CETA, and have shouldered them in a dynamic and dedicated fashion. As I emphasized at the Governors' Association's employment and training conference in Atlanta in February, the near and long-term future will call for even more of this kind of performance, so it behooves us to take a good look at CETA today and at what it is doing for America's youth.

We must take this look, of course, in an economic climate which is again bedeviling us with the twin evils of rampant inflation and rising unemployment. The jobless rate, as you know, rose from 6.2 percent in March to 7 percent in April. The youth rate is up to 16.2 percent, and the rate

for minority youth, while it went below 30 percent for the first time in quite a while, is nearly twice as high. Statewide figures for last fiscal year were 9 percent overall and approximately 20 percent for minorities, but certain urban areas, of course, fare far worse, and economic developments such as the automotive industry downturn are not encouraging. January figures for St. Louis, for example, indicate a 23-percent youth unemployment rate and a 51-percent minority youth unemployment rate, and even those horrendous figures may be significantly understated.

On the inflation side, there seems to be some easing, but we are still faced with a crisis situation, and one which impacts most heavily on the poor and disadvantaged. There are many illustrations of the inflation problem, of course, but one of the most graphic I have seen comes from a fellow up in Wisconsin who applied an 18 percent inflation rate to sports. He estimates that if the same rate had been in effect there for the last five years, a typical golf course would have 41 holes and a par of 165, a football team would need 23 yards for a first down but would have nine chances to make it, a perfect game in bowling would be 686, and race-goers on Memorial Day would thrill to the spectacle of the Indy 1,144.

This administration has responded to the crisis by recommending a number of budget reductions to help stem the ravages of rampant inflation, and some of these reductions have had to be in the area of employment and training. Despite the reductions, we are also fully prepared to meet the needs of the growing number of jobless. But there has been a great deal of misinformation and confusion about our actions, and a clearer perspective is needed.

First of all, it is important to recognize that in the priority focus of Comprehensive Employment and Training Act assistance -- aid to the disadvantaged people of this nation -- we have kept budget reduction to a minimum. While the administration proposes to reduce countercyclical public service employment under CETA Title VI by some 50,000 slots (from 200,000), we have fought hard to keep the mechanism in place and we will fight hard to expand it if unemployment continues to rise. We propose to reduce the Young Adult Conservation Corps by some 40 percent, but this program is poorly targeted and has a high unit cost. While deferring welfare reform, we would continue the pilot projects on a scaled-down basis under Title IID.

Our major programs for the disadvantaged would emerge relatively unscathed. We would retain full funding for the new youth legislation -- including the administration's initiative to increase education, training, and job opportunities for disadvantaged young people -- and for the summer youth program. We would continue to follow through on our initiatives to create more jobs in the private sector of the economy. And we would maintain the strength of our national program activities and our comprehensive employment and training projects under Title II. Under even our revised budget, CETA will still be twice as large as it was earlier and twice as targeted toward the disadvantaged -- some ten billion dollars now as opposed to about five billion when we came in, and nearly 90 percent disadvantaged enrolled as opposed to 45 percent in CETA's infancy.

The legislative outlook is uncertain, but with your help, we will make our strength felt in the budget fight. Generally, the House proposals are close to ours, but the Senate proposals are much more stringent, as evidenced by the calls for phasing out Title VI countercyclical PSE by the end of fiscal year 1981, foregoing the youth initiative, and making substantial reductions in the private sector initiatives and the summer program.

What we must keep constantly before us now is that there is a strong constituency on behalf of effective employment and training assistance to the jobless and disadvantaged, that you are a vital part of this constituency, and that it must make its view known during the legislative process which will end in the fall.

AFL-CIO President Lane Kirkland put it just right recently when he said, "The bottom line of the budget fight is social justice. All the civil rights legislation, all of the aid authorizations for the poor and the handicapped, all of the job training programs -- these are nothing without the appropriations, without the funding."

This administration has made it very clear that even the pressing needs for budget balancing and inflation fighting can never be an excuse for condemning a generation of disadvantaged young Americans to an endless cycle of poverty and lost opportunity. Behind every grim unemployment

statistic is a multitide of human miseries. I'm reminded of one of the many versions of the old song called the "Talkin' Union Blues." The song's moving lyrics encourage older generations to value young people and to be aware of their problems because "they are standing on our shoulders." Where we leave them strength, they will be inspired, and where we leave them weakness, they will be frustrated.

Under the Youth Employment and Demonstrations Project Act, you have developed some very productive movement on behalf of young people in this state and this city, and this movement will stand you in good stead as we move forward together. There have been nine Governor's Youth Special Grants, for example, and the Governor has also made youth a priority under the one percent linkage funds. The Special Grants include career exploration in some 500 occupations through the OIC and Penn Valley Community College, and two examples right here in St. Louis. In one of the examples, the courts, youthful offenders, and their parents have been brought into a project through Providence Incorporated to receive work experience, on-the-job training, and other kinds of assistance. In the other examples, the University of Missouri Extension Division and St. Louis Community College are coordinating a project to explore alternative approaches to job readiness. Another noteworthy project here in the city is the training program in housing rehabilitation, which has tremendous potential and has received good cooperation from HUD and from the carpenters and building trades unions. Charles Bussey and his fine staff are to be applauded for their CETA achievements. In fact, CETA staffers throughout this entire metropolitan area are to be commended for their cooperative efforts, as evidenced by the fact that the area's CETA Private Industry Council cohesively combines six prime sponsors, representing two states and two Employment and Training Administration regions.

These state and local efforts, and efforts like them across the nation, have played a major role in producing significant accomplishments on behalf of young people. Employment in CETA youth programs by the end of last year accounted for one third of all employment growth for teenagers since December 1977 and for three fourths of the growth for black teenagers -- including the first gains for black teenage males in the 1970s. In addition, the entire YEDPA experience, and a year of comprehensive studies and consultations by the Vice President's Task Force on Youth Employment, form the basis for the new youth legislation which is now before Congress and which the House Education and Labor Committee modified and reported out two weeks ago. Many of you have contributed mightily to this process. I thank you for that, and I urge you to keep the pressure on so that we can see the legislation through.

The youth legislation is based on recognition of several key trends pertaining to youth employment. One is, as President Carter has emphasized, the some four million young people who face a dead-end future -- half of them students who are at least two years behind in basic reading, writing, and computation skills, and the other half out-of-school youth who have severe problems in getting and holding jobs. A second trend is that the youth employment market is becoming increasingly oriented toward technological and service occupations, and toward jobs requiring a high school diploma -- 91 percent of them now, as against 66 percent 30 years ago. And a third trend is the increasing number of complaints from employers that too often the job and training program participants or students referred to them lack the basic skills and habit necessary for job success.

Expenditures under the new legislation, with its two-year funding, would amount to some $6 billion by FY 1982. That would be a $3.5 billion increase over the level at the start of this administration, which in turn had been a 60 percent increase over the previous level.

Among the many positive features of the legislation are provision of additional training for older and out-of-school youth; a focus on alternative education; the setting of tough performance standards for those who run our programs and those who take part in them; financial incentives for coordination among prime sponsors, the private sector, and the schools, and for creation of jobs in such critical areas as housing rehabilitation and weatherization; and stress on occupational demand areas and services to hard-to-serve teenagers, including the handicapped, juvenile delinquents, and single parents. In addition, for simplification of state and local administration and for paperwork reduction, the three existing YEDPA programs would be combined into one block grant program, and there would be closer coordination with summer programs. These programs, as we have had to re-emphasize very recently, are crucial. As Secretary Marshall announced in February, a major DOL review of them showed that of the 165,000 worksites which

served last summer's 900,000 participants, over 95 percent of them were providing meaningful, supervised, and productive work experience. We have already gone out with $745 million -- the full allocation -- for this summer's programs, which provide the funding for a million jobs for economically disadvantaged young people.

Two billion of the six billion youth dollars by FY 1982 would be for the administration's education/work initiative, which would provide the additional training for older and out-of-school youth and would also provide, through a billion of the two billion dollars, basic skills to low-achieving junior- and senior-high school students in about 3,000 of the poorest urban and rural school districts around the country. This billion would go to the schools through the Office of Education.

One million young people are expected to benefit from the new program, and three million from the total youth effort.

Let me emphasize that our concerted attack on youth unemployment dovetails closely with our push for greater private-sector involvement. The major elements of that push are the Private Sector Initiatives Program, the Targeted Jobs Tax Credit Program, and interagency cooperation for economic development.

The Private Sector Initiatives Program is based on the local Private Industry Councils, which speak the language of business communities, are keyed in to their specific problems, and can generate maximum responsiveness within the CETA system. PIC's are already in place in nearly every prime sponsorship. And the Targeted Jobs Tax Credit Program, which gives employers a tax credit of up to $4,500 over a two-year period for each CETA-eligible employee hired, had issued nearly 350,000 vouchers and 200,000 certifications through the end of March. TJTC agreements involve an effective sharing of responsibilities among CETA prime sponsors, State Employment Security Agencies, and other agencies involved. Together, these two initiatives are expected to create some 200,000 job and training opportunities by the end of this year.

As for interagency cooperation for economic development, we are doing everything we can to link CETA to the administration's Employment Initiatives program.

Under one portion of these initiatives, five federal agencies and departments -- Commerce's Economic Development Administration, Community Services Administration, Transportation, HUD, and the Farmers Home Administration -- have agreed to fill a specific percentage of the jobs created by their economic development programs with the hard-core unemployed. This effort is expected to create some 80,000 permanent, private-sector jobs through the end of this fiscal year.

The employment goals which have been established are 10 percent of HUD's Urban Development Action Grant program, 10 to 15 percent of the Economic Development Administration's public works and business development activities, 10 to 15 percent of the Urban Mass Transportation Administration's Urban Initiatives program, 25 percent of CSA's Title VII program, and 20 percent of FmHA's Business and Industrial Program.

Another key portion of the Employment Initiatives is the Targeted Jobs Demonstration Program, under which 14 local jurisdictions have received two-year grants to link already-funded economic development projects with federal employment and training efforts. This program, which is funded at a level of three million dollars, is also an interagency effort, and involves the agencies or departments listed above as well as the Small Business Administration.

In all of our youth efforts, then, as in CETA generally, we are currently focusing on three major thrusts -- to get our help to where it is really needed, to involve the private sector as program operators and full partners, and to get whole communities behind job creation efforts.

As we move ahead, let us do so in the spirit in which President Carter announced the administration's youth initiative. In pledging that "we will give our young people new hope for jobs and a better life in the 1980s," the President quoted from the poetry of Langston Hughes:

Hold fast to dreams, for if dreams die, life
Is a broken-winged bird that cannot fly.

If we conduct our deliberations here in that spirit, we will go a long way toward helping to ensure that the dreams of America's young people are kept alive.

Michael Bakalis, Deputy Undersecretary Designate
U.S. Department of Education

Being a neighbor from across the river in Illinois, we have watched with great interest and admiration the ongoing concern and involvement of Governor Teasdale in this issue. We are supportive of his efforts, and, I think that his sincerity on the issue is evidenced here this morning. It would be my hope that governors throughout this country would express that same kind of dedication and that same kind of sincerity.

As was indicated, I am a member of the newest cabinet department in the United States, the Department of Education. We were officially born about two weeks ago, and I have been on the job about a month and a half, so obviously I know all the answers to everything at the federal level. There are two stories I think are illustrative of perhaps some of the things we are talking about here this morning, and will be for the next day and a half. About the first three days that I was in Washington, and I have never had federal governmental experience -- it has always been at the state level in Illinois, I had a piece of paper that I wanted duplicated and I went down to the duplicating center. I gave it to the young lady and said, "I wonder if you could help me duplicate this one copy," and she said, "No." I said, "Well, is there any reason you can't?" She said, "No, it's not my job. I don't work for you and I'm just not going to do it." So I turned around in an initial baptism to a new world and went back and finally found somebody else to do it. About two days later, I was walking down the hall with one of my new colleagues, and he said, "Mike, see that young woman over there?" I said, "Yeah." She was sitting there typing, and typing well. He said, "She can't read." I said, "What do you mean, she can't read?" He said, "She can't read." I said, "Well, she's sitting there typing." He said, "If you gave her a sentence which was 'I read your book' and you had printed it out to read 'I red yur buk,' she would type exactly that. And she would have no idea that what she had typed was not a proper kind of spelling of that sentence." Well, I was amazed. I was grateful that somebody in the federal government had given this young woman a job because it was obviously very unlikely that the private sector would have given her a job anywhere. I was also very disturbed by that fact of life I think we see not only at the federal level, and I don't mean to point there, but throughout our society. Those two little illustrations, I think, ought to make us raise some questions about the educational end of this whole process which I would just like to talk about briefly with you. What do those things say about the educational system as a whole? What does it say about the status of youth and of work in American society generally? I think those are important questions that need to be addressed before we can put together any kind of real strategy to deal with youth unemployment in this country.

You know, people very often complain today that the schools are no good, and look to the "good old days" when somehow, in some mythical time, people were trained and they were educated, and they could read and write and they could go into the labor market -- and look at our schools and ask what has happened. It has fallen apart. Kids can't read and they can't write and they can't find jobs. And the indictment goes on and on and over and over about what our educational system is about. Much of that, to be sure, is probably justified. But I think it is also important to keep in mind that historically the American school has never really done very well with the lowest socioeconomic element of our society. To believe otherwise is really to create some kind of myth in our minds about what the schools have done in the past and what they might be able to do in the future. It simply has not done that. Oh, we can look back to the time between 1900 and 1920 and say that graduation rates were substantially higher, dropout rates were substantially less, and people found jobs. Of course they did. But as has been pointed out here this morning, and you will hear so many more times before you are through, it was a very, very different kind of world at that time. The fact is that a large number of our young people were failed by the schools in previous decades of our national history. The difference is that they disappeared so nicely. They were absorbed so quietly into an economic system and a labor market which could take them, and had jobs for them and could take a kid who did not know how to read or write

and find some useful work for him. And so it became a problem which became invisible very, very quickly. And those who stayed, for whatever reason, went on and the graduation rates went high. A large, large number of people were simply not served by the schools. But they had someplace to go. The difference, of course, today is that they have nowhere to go. We have talked about the fact that service jobs are taking over our economy and that unskilled jobs are simply not there. They cannot disappear anymore into that same kind of labor market. We simply have too many for not enough jobs and that is a fact of life.

We also have another thing, which has happened to our schools over the past 60 or 70 years, and which makes it even more difficult for them to provide the basic kind of training and skills for young people today to move into that very different kind of labor market. It is that our schools have been asked to take on a variety of responsibilities to solve social problems, which somehow either are not being, or cannot be, solved by the larger society. So, if we have a changing moral climate in this country we say to our schools, "You have to have sex education." If we have high accident rates, we say, "You had better teach driver education." If we have one problem or another, we say, "Values education must be in the schools, consumer education must be in the schools." If we're too dumb and we do not know how to buy things when we go out, "You had better teach consumer education in the schools. You better teach civics education. You better do this and you better do that." All of those are commendable goals. But as those goals are turned into practice, we have a school system which is diluted and stretched to a very, very dangerous point. So what I am trying to say is that it is not too surprising to me that basic kinds of skills, and an emphasis on basic skills somehow is taking a second, third, and fourth line of importance when we are being asked to do such an enormous array of things in the larger society. That was not the case many, many years ago, and I think it is important that we recognize that about the system itself.

The educational system, as it has evolved, is now in a situation where it needs to do some serious rethinking about what its missions are. Its mission cannot be to be everything to everybody in an attempt to solve every societal problem because if it does, it will do nothing very well, including training young people in the basic skills so they can function in society. Let me suggest also that as we talk about what kind of programs to put together for young people from the school end, so they can find jobs, it is not enough, in my estimation, to simply find a job for a young person. Young people, like so many of the rest of us, have undergone a transformation regarding attitudes toward work. Study after study verifies the fact that the young today, no matter what their job, are not only interested in money and security. Of course, they want that, but it is not enough. They are looking for other things as well. They are looking for the environment in which they work. They are looking for certain things that relate to their satisfaction on the job. They are looking for a whole range of things that are not only related to money and not only related to the kind of job employers are going to give somebody. So any program, it seems to me, that does not consider those kinds of changes in attitude on the part of our young is bound to fail. Simply sticking a kid in a job is not enough. He is going to be there, he is going to be frustrated, he is not going to like it, and he is not going to be any happier than he was, except when he had some money in his pocket. I think that if we talk about how to construct a situation in which we can have jobs for young people in this society, we had better look at all the ways in which we send messages to the young that indicate we really do not take them very seriously.

I am right now, I suppose, in the prime of life. I am not young and not old. And those of us who are in that category are really in the best of all possible worlds in this country, because I am absolutely convinced, and have been for a long time, that if you are young or if you are old, we do not care very much about you. I have two daughters, one who is 16 and one who is 12, and I love my daughters very much, but as I think about that, they are really not an economic asset to me in any way. I have thought about it hard. I buy their clothes and that is expensive. I buy their records and their make-up and have to buy all kinds of things. I have to pay for their college and I will probably have to pay for their weddings, if there are still weddings by the time they get married. Then, if I am lucky, maybe, when I am old and grey, they might take care of me. So you see, they are not an economic asset to me. My point is simply that there was a time in this country when young people were economic assets to society, and to a family.

You have already heard, and I need not go into any kind of detail, the facts about what young people are facing. Youth comprise a quarter of the labor force, but one half of the unemployed. About four million 16 to 24 year olds will have trouble completing the transition from school to work. Although the total number of young people will decline during the 1980s, the number of youth with the greatest needs (i.e., economically disadvantaged) will not decline. While the white youth unemployment rate has remained relatively constant over the past 25 years, the minority youth unemployment rate is nearly twice what it was 25 years ago (over 30 percent). Jobs for individuals without a high school diploma are virtually nonexistent. In 1950, one out of three jobs were available to young people without a high school diploma. In 1980, it will be less than one out of ten jobs that will be available to youth who do not have a high school diploma. These are the facts and we will hear them over and over again. I feel they must be repeated so that we recognize the seriousness of the problem. The problem, as we know, is not of their own making. It is partly of our making, in that we have progressed, rightly or wrongly, to what I would call a credential society -- that is, one that places great emphasis on credentials, whether they are needed or not. I suggest that in many of these jobs we are talking about, you really do not need a high school diploma. We say that you do for a variety of reasons, but you really do not. Similarly, you do not need a college degree for many of the jobs that exist today. We have become that kind of society, and I guess there is no turning back, but we need to do something about it.

A common element of the core problem is poverty. The young people most at risk are the children of the poor, a disproportionate number of whom are minorities. They are failing to enter the labor force primarily because they reach young adulthood without any kind of basic skills, including the ability to read or to write. The Ford Foundation found in one of its studies that approximately one out of four young people do not have basic survival skills. The Carnegie Foundation, in another study, indicated that one-third of junior high school students do not have basic survival skills, even though they graduate from junior high school and go on to senior high school.

Where I come from in the city of Chicago, the First National Bank of Chicago has an alternative education system. They have their own educational system in which they train young people how to read and write so that they can put them to work in the First National Bank. They do this because the school system is not doing it for the variety of reasons of which we are all aware.

Young people are often handicapped by the lack of any real work experience, and by the lack of opportunity to develop the kinds of skills and the attitudes necessary to get and keep a job. So let me re-emphasize, poverty very often is the key. It is not racial or economic groupings, but poverty that is the common denominator of the unemployability of our youth. Poor white youth, for example, are twice as likely to be unemployed as their middle class counterparts. The majority of all the young people in need of help are white. Nevertheless, as we know, the picture is especially bleak for minority youngsters. Fourty five years ago, the percentage of young people who were employed was nearly identical for young blacks and whites. Today it is not. Sixty-five percent of young whites are employed and only 41 percent of young blacks have jobs.

In New York City virtually half (45 percent) of the high school enrollees drop out of the city school system. In some Hispanic communities it is 85 percent of the young people who are dropping out of school. The problem, of course, is more severe for those young people who are dropping out.

The concept of the youth initiative just talked about by Mr. Green offers some hope in addressing itself to the key kinds of problems that need to be addressed, that is, the relationship between what goes on in school and what goes on outside of school -- the relationship between school and the larger labor force and the recognition that we really can't do anything unless we are working hand-in-hand.

Let me just mention some key points of the education component of the proposed new youth act. We think it is important, and we think it is important that you think it is important, and if you do, to do something about it in the weeks ahead. The first element of the youth education and training program is the highly targeted formula for allocating funds. Program dollars will go to urban and rural school districts, and I want to stress that rural school districts with the

greatest numbers of poor children are equally important. Within those districts, only junior and senior high schools with substantial concentrations of poor and low achieving students will be eligible to participate. This tight focus will provide maximum service to that small part of the youth population that suffers most from unemployment and, also, to those schools which have the most severe difficulty in terms of dropout rates and low achievement test results. Those schools which are eligible will develop their own school-wide plans for improving the basic skills and employment skills of their students. This is a locally initiated planning process.

A second key element requires each school to analyze its own strengths, weaknesses, and goals and put together a plan for the most effective use of federal funds to meet those goals. The planning process must involve not only people from the school administration and teaching staff, but also from throughout the surrounding community. It is necessary to have input from educators as well as noneducators in putting this plan together.

The third key element of the program is that funding decisions about school plans will be primarily the responsibility of the local education agency. The local superintendent and the school board must take into account the need of the school and the quality of the school plan in determining which schools will receive three-year operating grants. Each school's program will vary with local needs and with the age of its students, but each school will be expected to place an overriding emphasis on the development of basic skills and employment skills.

The fourth key element is a need to place emphasis on those basic skills that will allow young people to not only find jobs, but to remain in those jobs and move on to whatever kind of future jobs may be in store for them. In many ways this fourth element, the emphasis on basic skills, is really the most crucial because the most successful programs that we have had are the Title I programs, which came in the '60s and placed an emphasis on dealing with the kinds of problems the young people of elementary school age and disadvantaged areas experienced. Unfortunately, we have not gone beyond that. We really have not targeted the secondary schools with the same kind of intensity. So this emphasis on basic skills is important, and the schools will be required to look at their entire program and emphasize basic skills. I think that is important, and in many ways what I am saying here is that this is something the schools should have been doing all along. Some of you will say, "Well, my teacher did that all the time. My history teacher graded my grammar, my science teacher corrected this, and so on." But I think all of us are aware that that is not the case anymore. The new youth act emphasized looking at the entire program and saying, "Basic skills are important." However, this is not going to be done by somebody who is the basic skills teacher. Instead, we have to really permeate the entire curriculum. Within the broad outlines of the act, the schools will be free to develop their own solution and I do not think there is any shortage of success models. There are models that exist in this country. The problem is they are too few and we need to make them even more successful and build on them and create new ones as well.

A fifth element of the program is the involvement of the vocational education system in serving these young people. At least one quarter of the program's funds will be spent on vocational education and most of this money must be spent in eligible high schools on activities that are closely coordinated with the basic skills activities supported by the other 75 percent of the funds.

That, in a very sketchy kind of outline, is what we are talking about as an approach to the problem we are dealing with in this conference. It is an approach which can, I believe, succeed if we have the help of everybody in making sure that, in fact, it is a program itself. It provides that necessary marriage between education and the private sector. It deals with the problems we have talked about. Indirectly, it will affect the way we teach generally, and make the school systems rethink what they have been doing about basic skills regardless of whether it is the key to jobs or not. In itself, that is a worthwhile kind of effect.

Let me conclude by saying that this can work if we want it to work, if we can have the support of everybody here and in Congress. If we can, in our schools and our society, make this small beginning to restore the opportunities for work and, somehow, of course, also take on that larger problem, which is not going to be solved by the youth act of 1980, and that is, the general attitude of Americans toward work itself.

We live in a society which places a great emphasis on leisure, on retiring, on looking forward to getting out of work, on really not recognizing that the real essence of an individual's identity, and of his or her self esteem, is most often the work they are invoived in. Work is not something other than yourself, it is very often the essence of yourself. That attitude needs to be changed if any kind of program is going to work. We need your help in the weeks ahead. The Department of Labor and the Department of Education are dedicated to working together on this. We will have a beginning that will be an exciting effort to attack a very significant problem.

Keynote Discussion Panel

Keynote Discussion Panel

Moderator: Joan Wills
Director
Employment and Vocational Training Program
National Governors' Association
Hall of the States
444 N. Capitol Street
Washington, D.C. 20001
(202) 624-5358

Panelists: Gene Bottoms
Executive Director
American Vocational Association
2020 N. 14th Street
Arlington, VA 22201
(705) 522-6121

Janet Rosenburg
Special Assistant to the Administrator
U.S. Department of Labor
200 Constitution Ave., N.W.
Suite 2203
Washington, D.C. 20210
(202) 523-6050

William Spring
Associate Director
Domestic Policy Staff
White House
Washington, D.C. 20500
(202) 456-7090

Recorder: John Schell
Missouri Department of Elementary and
Secondary Education

Overview

The three panelists discussed various perspectives on employment and training issues. Gene Bottoms focused on vocational education training programs and what works for youth. Janet Rosenburg discussed forthcoming publications from the Department of Labor's Office of Youth Programs and where we are now and where we are going with regard to youth programs. William Spring reported on the need for employability development and the current status of the new youth legislation pending in Congress. The following constitutes a summary report of each of the three panel presentations, as well as a summary of the ensuing discussion generated by Forum participants.

Gene Bottoms
Topic: "What Works for Youth"

In the transition from school to work, eight items have been found to work in helping disadvantaged youth gain education skills:

1. Longer practice. The old adage of "practice makes perfect" holds true in education as well as sports. The greater the amount of time spent on learning basic skills, the greater the level of competence in using those skills. Longer practice yields greater proficiency.

2. Task-oriented teachers. Teachers that keep their students on task have better results with regard to students learning. Guidance and direction are very crucial to learning.

3. Role models. Youth need someone to believe in; someone they can look up to and go to for help. The best role model is a consistent adult figure over time.

4. Applied learning. Learning by doing is an effective method of teaching. Learning that is action oriented is most efficient. In vocational training, it proves to be more effective than passive learning.

5. School and work relationship. Youth learn more when instruction is related to a tangible goal. Training is best when participants see a relationship between school and a job.

6. Linkages and coordination. If basic skills instructors and vocational instructors work together as a team, youth will more easily see the positive components of both approaches.

7. Involved teaching. Students learn more from teachers that act like coaches rather than general managers. Contact with and concern for students reaps better results than managing solely from the head office.

8. Longer transition process. The transition from school to work is not an overnight process and should not be treated as such. It takes a long time and training programs that recognize that fact are more effective in helping youth make the change. Successful programs stretch out the transition period and link school to work over a period of two to three years. This procedure also results in far better placement upon program completion.

Vocational education deals with large numbers of disadvantaged youth. Although it does not claim to help all of them, some of its benefits include:

1. It helps some youth find their educational niche. As a result, their attitude exhibits a positive change.

2. Although vocational education students are generally from a lower economic status, they often earn more money throughout their worklife than youth from an average economic status.

3. The greater the time spent by youth in a program, the higher their training placements and the lower their future unemployment rates.

4. Work maturity lasts longer. Both job discipline and coping skills are better.

Vocational education can work for disadvantaged youth when it combines with basic education. Vocational education provides the goal orientation for disadvantaged youth that is so prevalent among college-bound students. It provides youth with a career identity and enables them to learn by doing. It allows for alternative approaches to learning and adult roles can be experienced during training. Vocational education builds confidence in youth by providing a tangible form of success.

Finally, vocational education helps establish linkages and encourages cooperation and coordination between school and work. In so doing, it is in a better position to develop its capacity in areas where it has limited accessability (e.g., inner cities). Vocational education and prime sponsors must tailor training to individual student's needs. This requires an individual assessment process and a program design that allows for open-entry and open-exit. In addition, it also requires supportive services and a lower student-to-teacher ratio.

Janet Rosenberg
Topic: "Where We Are and Where We Are Going"

In the Vice President's Task Force Publication Summary Report, three points of concern are identified:

1. There is a job gap of approximately one million jobs.

2. There is an education gap resulting in a lack of basic skill credentials.

3. There is a skill gap among youth which suggests the need for programs to deal with basic literacy and work readiness skills. The emphasis will have to be on "Reading, Writing, Arithmetic, and Resume."

Basic principles in youth programs include the following:

1. Consolidation of grants at the local level to provide greater program flexibility.

2. Youth needs are developmental in nature. They require a variety of approaches.

3. Locally developed benchmarks are necessary to determine whether youth are learning the basic skills (e.g., benchmarks such as pre-employment experience, basic employability, basic academic skills, and vocational competence).

4. Programs must reflect workplace realities. This is intended to help work expectations.

5. Greater local flexibility is required.

6. A high degree of targeting is needed in terms of age groups, the economically disadvantaged, and geographic areas.

7. Education and labor linkages should be established. There is a great need to coordinate efforts between these two areas.

8. Training should take a longer term approach. This can be accomplished through forward funding of programs. It is also better for planning and attracting highly qualified staff.

The Department of Labor's Office of Youth Programs has, for the past several years, been involved in recording valuable information regarding the operation of programs. It is now time to move from knowledge development to disseminating and utilizing what has been learned. Dissemination can be accomplished from the national level, but utilization requires local efforts by program operators to put what has been learned to practice.

To foster the dissemination of knowledge, the Office of Youth Programs is involved in the following:

1. Developing a series of twelve reports pertaining to those areas of major concern in youth programs. Those include reports on:
   a. the knowledge development framework itself,
   b. research on youth employment and employability development,
   c. evaluation of programs,
   d. service mix and participant mix,
   e. education and training approaches,
   f. pre-employment and transition services,
   g. youth work experiences,
   h. implementation issues,
   i. design and organizational alternatives,
   j. special needs youth,
   k. innovation approaches, and
   l. institutional linkages.

2. Fewer demonstration programs and more capacity building. This includes providing technical assistance at the local level (e.g., between prime sponsors).

3. Development of a networking strategy at federal, state, and local levels to foster the continuing development of individuals and groups.

4. Attempting to get all groups to work toward a common goal (e.g., developing an implementation strategy for the new youth legislation).

5. Getting the word out about what works and the accomplishment of youth programs. This requires greater use of the press and other media. Results of programs have to be translated into economic terms that the public understands.

Washington, D.C. alone cannot make this work. It requires local assistance. The impact is going to occur at the local level, and this will make local commitment imperative.

William Spring
Topic: "The Need for Employability Development and the Status of the New Youth Legislation"

To build an adequate employment and training system, it is necessary to take a long range view of employability development. In the present educational system, the poor are ignored. Their economic status relegates them to an inferior status in acquiring an education.

Teaching disadvantaged youth is different from teaching those that are college bound. However, the solution is not one of dilution (i.e., watering down the information to the point where it loses its relevance). What is needed is an educational system that places emphasis on those youth that are not college bound. If the educational system is to fulfill its objective of providing the nation with a high-quality labor force in the future, it must recognize that non-college bound youth have a considerable contribution to make to this country.

The field of employment and training has come a long way. It has learned that job skills must be coordinated with one another. Teaching them together and repeatedly emphasizing their link with one another enhances the chances of disadvantaged youth in making the transition to work smoother. However, the system cannot stop at that point. It must help the transtition become

complete. Follow-up services, after a program is completed, can help accomplish this objective.

The report from Congress on the new youth legislation, more specifically the Carter administration's proposal, indicates that during a normal year there would be no opposition to the bill. However, 1980 is not a normal year. The national rate of inflation is putting pressure on Congress to balance the budget, and this takes priority. Additionally, it is difficult to begin new education programs when others are being cut back. CETA and education need to be linked, but a year will be required to make the transition effectively. The present year does not appear to be the one in which this transition will be made. The House has floored the bill, and the Senate has some reservations, but the administration is determined to get it passed and funded. It is the best way to fill a skilled job with a skilled youth.

Context and Commentary

A brief question and answer period transpired following the three panel presentations. The following points were raised in the discussion.

1. The call for local commitment and action by the front line people in Washington, D.C. produced some degree of frustration among participants. They did not feel they were provided with any tangible means to begin local action. William Spring suggested that action in the private sector, particularly small businesses, was a place to begin.

2. The Youth Employment and Demonstration Projects Act (YEDPA) cannot solve youth unemployment, and measurement of its success is difficult. YEDPA resources are limited and it was designed to provide immediate impact, employability development, and knowledge development. Thus far, YEDPA has been just keeping up with employment growth.

3. Three points addressed in one question pointed out that:
   a. it was not desirable to advertise youth programs as riot insurance,
   b. there are unfortunate public stereotypes about employment and training programs (e.g., the public believes program participants are comprised of black males who are out of school. Actually, this constitutes only a very small percentage of the population.)
   c. the CETA eligible population is not appealing to employers because they are at risk youth. However, the majority of at risk youth are not CETA eligible.

4. Most problems will require the development of local solutions. Trust between the parties involved is the key to local cooperation and coordination. The pending youth legislation attempts to bring together work, education, and labor so the process of developing and implementing local solutions can begin.

Keynote Address

Alan Kistler, Director
Department of Organization and Field Services
AFL-CIO

I want to tell you all how pleased I am to be here and how honored I feel to be introduced by the Governor of this great state. First, I want to extend to you the greetings of AFL-CIO President Lane Kirkland and of Secretary-Treasurer Tom Donahue.

Governor Teasdale spoke the truth when he said that it would make no difference to me if there was some noise when I speak. I am reminded of an episode at a UAW convention some years back when R.J. Thomas was president. At that time, the staff of UAW also served as delegates to the convention. A few of the staff members were unhappy about some administrative decisions that had been made within the union, so they were using their status as delegates to the convention to express their dissatisfaction with the internal developments. It was, to use a pleasant description, a rather discordant convention. Now Dave Dabinsky, who at that time was head of the ILGWU, the International Lady Garment Workers Union, was to be the guest speaker and he turned to R.J. Thomas and said, "R.J., the last two or three people that spoke, I know they are on your staff because I recognize them." R.J. said that was true. Dabinsky said, "You mean to tell me that you let staff people talk like that and take over a convention?" R.J. said, "We believe in democracy in this union. You know the people have free speech." Dave Dabinsky said, "Yeah, but we don't pay for them to do it." So just go ahead and finish your meal, and if you get too noisy, I will do something to attract attention.

I am in a very happy position. To begin with, I am not an expert in the field as most of you are. So, as I prepared my remarks for today, I tried to cover a lot of territory. But as I listened this morning, the points that I thought should be emphasized were covered much better by others. So I have the happy circumstance of not having to dwell on matters about which I do not know a great deal. Earlier, we heard Governor Teasdale, in what I considered to be a rather extraordinary opening statement, as well as Ernie Green and Mike Bakalis. This enables me to concentrate a little upon some matters that I had intended to deal with but lightly, and to deal with casually some matters that otherwise I would have dealt with in some greater detail. This means what I had prepared to say has been somewhat disassembled. And that oftimes results in the appearance of being disjointed. I hope it will appear to be more informal and not incoherent.

It became very evident to me as I listened today, and perhaps even more so in the press conference that Governor Teasdale had, that there is an underlying theme, and at the same time a matrix within which the problem that has brought us here together must be considered. The working press asks questions that are not so soft, that are very practical, and they elicit responses that cannot be really philosophical or conceptual, but have to be pragmatic and practical. It was in this context the emphasis began to emerge that I wanted to concentrate on in my opening remarks, and state that the problems of youth cannot entirely be separated from the problems of adults in our economy. Young people do not comprise a totally separate entity of society that can be looked at in isolation and removed from the labor force as a whole. What becomes very evident is that even though it is right and proper and necessary to concentrate as we are here on the problems of youth unemployment, what is basic to the problem is related to employment and unemployment in general. That is why one of the fundamental goals of the labor movement, a goal that is shared by many organizations and I assume most of you, is full employment. We have no difficulty in accepting Secretary Marshall's definition of full employment, that is, the condition that would see everyone who wants work finding it without having to look very long. That is as good a definition for me as any. It does not rely on statistical levels. It deals with the problems of needs and rights. And we in the labor movement, and our allies in youth, obviously approach the matter of youth employment from the premise that every American has a right to a job because of the basic right to life. And when we say everyone, that is rather inclusive. It even includes the young.

In the United States we are in a recession. It is already deep. And it is certain to get worse. And recession hurts us all. Most of all, it is particularly cruel to young people and those from minority groups. We have heard the statistics as this recession deepens. Those figures will increase. And that points up clearly the fact that the solution to teenage or youth joblessness ultimately must rest on a comprehensive employment policy that deals simultaneously with all forms

of unemployment. Now it is important that those who conceptualize and think problematically separate the issues of cyclical and structural unemployment so they can deal with them. But those who deal with the consequences practically have to recognize that there is no real distinction. They are really one and the same. Unless all skilled experienced workers are working, and the career ladder is functioning properly, the unskilled and the young will not find jobs. But the crisis of youth unemployment is representative, at least today, of the crisis of the total economic system.

Now having said that, let me quickly retreat and say that it is not to say that the young do not have special problems. Nor is it to minimize the great dimensions of the crisis of youth unemployment. The fact is, unemployment among the young has reached critical proportions. The crisis, as the Governor said this morning, has become one of the nation's greatest tragedies, and potentially one of the most dangerous, as every speaker has observed. We are creating, and we will continue to create if we do not do something about it, an entire subculture of unskilled, inexperienced, frustrated, and angry young people, who will soon be unskilled, inexperienced, frustrated, and angry adults. And the very great danger of that is obvious.

Reference was made several times to Miami. I have just been there for two days. The Human Resources Development Institute (HDRI) has an operation there and it reaches out into that community. And I know from my own observation one does not have to be a social scientist, or an investigative reporter to note that the reaction in Miami was not a reaction to a jury's decision. Now the crisis is one that the federal government has tried to address. But there is no secret about the fact that the Comprehensive Employment and Training Act does not meet with universal acclaim.

So that the record is cleared, let me state on behalf of AFL-CIO that we support, and we have never failed to support, the efforts to combat youth unemployment through CETA and through other means including vocational education in the public schools. We do have some concerns about the programs, and those concerns can be summarized in an insistence that such programs should provide genuine long-term benefits to young people and should not harm the current working population in any way directly or indirectly. Specifically, we believe training programs should be in occupations for which openings exist. I am saying nothing new. What I am saying now has been said this morning and elsewhere. Training should be in occupations where there are openings already, or where there is a reasonable expectation of development of those openings. Programs should encourage continued education, not discourage it. Private sector programs, to which we must look, should provide long-term benefits to the young worker and should not permit those employers who would exploit to use young people as low wage subsidized workers who can be turned out as soon as the subsidy runs out. Youth should not displace or be used to lower employment standards, whether it be wage standards, or any other kind of work standards. More specifically, youth should not be encouraged to accept subminimum wage. Wherever possible, the apprenticeship programs, those existing and those that can be established, should be used because they have the performance experience and because they provide protection for the young. And finally, it is important that genuine effort be established in bringing into the total picture the community based organizations to involve, as the Governor said earlier today, the community at the community level. It is important to remember that the involvement of labor organizations and community organizations is not a matter of option. It is a matter of requirement.

The Human Resources Development Institute, which is AFL-CIO's employment and training arm, has been involved from its beginning eleven years ago with youth programs. We initially were part of the program that the National Alliance of Business had, the Big Brother program. That alliance between us was not a happy one and it did not last too long. But of late, there has been a re-alliance in the business community. I think Bill Spring introduced that earlier today. The business community recognizes on a wider basis its obligation to involve itself in this problem area and to reach out and accept, as a proper ally, the other elements in the community.

We (HRDI) have been involved in the demonstration youth programs, in vocational exploration demonstration projects, and in apprenticeship related programs. We have attempted a number of experiments, such as a single stop and the one step multi-service centers. We have a program with the Navajo nation and have now broadened that so we are working with a number of native American groups. All of these programs deal with young people. All of them, to some extend, bring into the picture the local community.

Now there are certain criteria that in our judgment establish training programs as effective and acceptable. Perhaps just throwing out some questions, the kind of questions that serve as a guideline when we examine such programs, would help. Are the programs actually serving those most in need? Is the training received going to lead to a useful permanent job at a decent wage? Is the employer using government money to hire people he would have hired anyway? Is the employer participating in the government subsidized job program, using the trainee as a low wage or subsidized wage worker for the employer's benefit and with little concern for the worker's future? Are the new jobs creating revolving doors for disadvantaged workers, offering nothing more than short term, meaningless, termporary employment -- a dead end? Are bargaining agreements being guarded, wage rates undercut? Are trainees replacing others at lower or subsidized wages? And are jobs being developed in industries that offer a reasonable chance for long-term employment? Every conversation I had today, during the breaks, raised the question of training for what? There are programs in public schools that are teaching young people techniques and processes in the graphic arts that have not been employable skills in two decades. There is too little recognition that it is the most cruel program that offers promise and does not deliver it. One of the reasons why the program that HRDI operates for the Navajo nation is considered by the Navajo leadership as the most successful they have ever had is that it is related to jobs. When they complete the program they go into an apprenticeship program and there is continuity, there is expectation that is realized.

Now there are some things we oppose. Ernie Green is not here, but it would be no surprise to him that we do not agree on the value of such things as tax credits, wage subsidies, and vouchers. We opposed the Targeted Jobs Tax Credit when it was in the pre-legislative period. We have opposed it ever since, and we look forward to the day when it is proven to be a false premise. It creates no new jobs and no permanent solution results. There are people who are quite knowledgeable in this room, such a board chairmen, who have discussed and have written and proposed programs, and they document their validity in detail. We reject a program if work sharing means income sharing, or if work sharing is based on the premise of job scarcity as a continuing way of life. We in the labor movement are prepared to work with every organization in every sector of the economy on this problem. I want to repeat that if the economy as a whole is not expanded, even the most effective training programs are not really going to help the young.

About two years ago, there was a meeting in the White House at the time some of the youth initiatives were being first discussed and disclosed. One of the cabinet officers present commented on a newspaper item that she had read of an incident either in New York or New Jersey where something like 800 people showed up to apply for a very low paying job advertised in the newspaper. In her words, it was deplorable. It brought me back like a flash to when I was a teenager and answered an ad for a low paying job on the north side of Pittsburg. We were to report at 8 a.m. I got there at 5 a.m. and there were at least 600 people ahead of me.

I am not the oldest person in the room and I am not the youngest, but I remember some things. I remember the day my father went for the first time to get welfare flour. It was in the side room off the auditorium of the school. As he went there to get it the auditorium was empty. While he was waiting to get it we came in and filled the seats for some auditorium program. As he emerged with the flour on his shoulder the empty auditorium was full. My father was a proud man. Welfare then, as in some places now, was representative of shame. He had to travers that auditorium and, with every step he took, I could feel what he was feeling. As he went by me I did not look at him because I knew if our eyes locked it would be like a dagger in his heart. I remember my mother standing on the porch begging that the utility men not turn off the gas because my sister, who was ill, needed a certain formula that had to be heated. And she pleaded with them, pleaded, "do not turn it off until I heat the formula." Even as she spoke, you know they were turning it off. I can remember my mother saying to my father when we had to leave after the sheriff's sale, "I do not care where we go. We can live under the bridge, but let's stay together."

Now these were experiences that were not ours alone. We lived in what today we would call an integrated community; it was then called a slum. Everybody around us was experiencing that. The horror of it is that two years ago, for some people, the same conditions prevailed as prevailed 40 years ago.

I no longer am affected that way, nor are my kids. But some of my friends, who happen to be black, were and their kids still are, and it is not their fault. They were not able to break out of the barrier that shuts them out of the main stream. We have to address that and we can address it. I know it is a cheap shot to say we sent men to the moon, why can't we do this. But think of that for a moment. What did it mean to put a man on the moon? It meant resources. It meant adoption of a plan. It meant as assembling of the talent and, it meant pursuit of the program until success was reached. The same kind of process -- an analysis of the problem, a development of programs, experimentation, priority and allocation of resources -- is what it takes to do that.

Governor Teasdale, this morning, spoke effectively about the role of the local and state governments and I am happy that he did. I live in the nation's capital. Maybe that is why I do not believe that the nation's capital can solve everything. Nor do I believe it can solve nothing. I do not accept the view of those in the business community for example, who at the meeting of the National Alliance of Business two years ago, when I was a token union guy, said, in effect, to the government people there, "just send the money, don't ask for an accounting." I do not agree with those that claim government is a necessary evil. I believe it is a necessary asset to deal with this problem, but it has to be government at every level -- at the federal, at the state, and at the local. I think there is value in the concept of subsidiary, where you deal with a problem at the earliest and lowest level that it can be dealt with properly. However, you do not say deal with it locally if it is a problem that obviously requires the total societal presentation and address.

What is involved here philosophically is what we all are committed to. It is just like in an organizing campaign of the well trained union organizer. You assess the total problem. You recognize the dimensions of the challenge. You have a commitment. You know how to operate. You deal with the issues. You establish an empathy with the people. You remain objective enough not to be mired in the local debris. You approach the problem with the determination and the belief that it can be solved. I know it can be solved. God help us if it isn't.

Special Interest Sessions:

Summaries and Recommendations

New Youth Legislation

Description: Numerous youth legislation bills have been proposed that could significantly alter existing employment and training program operations. Individuals involved with youth employment must be well informed if they expect to function effectively under new youth legislation guidelines. This session will focus on the new youth legislation, its implications for existing programs, and possible redirection in program emphasis.

Moderator: Robin Barry
Director of Youth Programs
Pierce County
2401 S. 35th St.
County Annex
Tacoma, Washington 98409
(206) 593-4940

Panelists: Joyce Walker
Youth Program Coordinator
Office of Statewide CETA Coordination
690 American Center Bldg.
150 E. Kellogg Blvd.
St. Paul, Minnesota 55101
(612) 296-8358

Glen Whaley
Director CETA Project
Council of Chief State School Officers
400 N. Capitol, Suite 379
Washington, D.C. 20001
(202) 624-7717

Joan Wills
Director, Employment and Vocational Training Program
NGA
Hall of the States
444 N. Capitol St.
Washington, D.C. 20001
(202) 624-5358

Recorder: John Schell
Missouri Dept. of Elementary and Secondary Education

Participants present: 55

Overview

The purpose of the session was to provide participants with clarification on the pending youth legislation and its possible implications for the future. A variety of concerned persons representing numerous affiliations were in attendance (e.g., representatives of prime sponsors, community-based organizations, local education agencies, state departments of education, employment security, vocational education, Governor's staffs, and the federal government).

Not all of the proposed youth legislation bills pending in Congress were addressed during this session. Priority was given to the proposed bills expected to have the greatest impact in the design of the new youth legislation. These included the following: The Hawkins "Youth Employment Act" (H.R. 4465), the Carter administration "Youth Education and Employment Initiative" and the Goodling Compromise Amendment.

The three major pieces of legislation discussed are designed to extend or restructure youth employment programs currently operating under Title IV of the Comprehensive Employment and Training Act (CETA). To various degrees, each proposed bill emphasizes that employment and training should comprise the main thrust of youth legislation. Additionally, the bills agree that low income youth should constitute the target population. The Carter administration bill stresses a combined education and training package more than the other proposed bills. It also seeks to establish linkages between CETA and education that will enhance program effectiveness.

A national expert on Title I of the Youth Opportunities Act (the Carter administration youth bill) outlined major issues involved in the proposed legislation. The issues addressed included:

1. Subminimum wages for youth are opposed by the administration and are expected to fail in Congress.

2. For special groups (e.g., handicapped, offenders, teenage parents), the administration proposes special incentive programs.

3. Achievement records and benchmarks for programs should be established at the local level.

4. The 18-month time limitation on program participation should be eliminated.

5. Entitlement programs should be consolidated into one format.

6. The Departments of Labor and Education should jointly seek forward funding.

A presentation was given on the Goodling Amendment to Title II of the Carter administration bill. It outlined what the youth bill currently provides for education. The amendment attempts to have states, in concert with local education agencies, develop criteria for distributing funds and program strategies. State education agencies are expected to take the lead in bringing this goal to fruition. Goodling proposes that federal funds go to states, which would permit a much broader disbursement. This measure would also give states greater autonomy in the allocation of funds. The amendment is designed to concentrate funds on school districts in greatest need. Need is determined by local education agencies who rank the designated schools.

The impact of new youth legislation at the state level was presented. To make the proposed legislation work effectively, linkages at the state level between CETA and education are required. There is a great need to obtain coordination between local education agencies and prime sponsors. Trust has to be built so that joint planning can occur. The proposed legislation does not spell out coordination at the state level between CETA and education. As a result, and due to the differences in the House and Senate versions of the administration's proposed legislation, the implications and roles for the state education agencies are still unclear.

The Carter administration bill and the Hawkins bill received greatest attention during the session. A comparison of the major features of each follows:

CARTER BILL	HAWKINS BILL
Stresses strong CETA/education linkages in the provision of remedial education and employment training for low-income youth.	Low-income youth are to be provided with one million jobs and training opportunities.
Authorized from Fy 1981-1982.	Authorized from FY1981-1984.
Authorized spending includes $1 billion each year.	Authorized spending includes approximately $3 billion for FY1981 and such sums as necessary for the next three years.
Eligibility includes 14-21-year-old low-income youth with basic skills in lower 25 percent.	Eligibility includes low-income youth 16-24.
Money available for developing strong CETA/education linkages. Schools get direct grants and must form councils with representation from the community.	Prime sponsors must consult with schools, Some money available for establishing CETA/education linkages.
Funds to be allocated to 3,000 poorest school districts.	Funds allocated based on percentage population meeting poverty guidelines.
Programs authorized include: employment and training, vocational education, counseling, and remedial education.	Programs authorized include: guaranteed jobs for dropouts returning to school, labor market information, community conservation, private sector demonstration grants, WIN jobs for young parents, and federal employment.

Presentations

Joan Wills
Topic: "Title I of the Youth Opportunity Act"

From the perspective of labor, overviews of the major issues included in the Carter administration bill and the Hawkins bill were presented. The major issues being debated in Congress include the following:

1. Subminimum wages for youth. Paying youth a minimum wage is often claimed to be a deterrant to hiring young people. Some critics contend that allowing youth to be paid a subminimum wage serves as an incentive to employers to hire more youth. Research findings do not conclusively support the minimum wage argument. The administration is opposed to it and it is expected to fail.

2. Special Groups (i.e., high risk populations). The administration proposes special incentive programs for the handicapped, offenders, and teenage parents. All special incentive groups become eligible by waiving income criteria automatically under the Hawkins bill.

3. Benchmarks and achievement records. Both should be established in coordination with Private Industry Councils and other advisory groups at the local level. They can help to create evaluation criteria for accurately measuring subcontractor performance.

4. Entitlement. Block Grant Format consolidation is proposed in the Hawkins bill. Entitlement pertains to any career choice. It should not be limited to vocational careers, but instead should consider any vocation as a potential career. It is based on the concept of broader career options for youth. However, it does not include post-secondary education as an option.

5. Governor's set aside. In addition to existing set aside objectives, a substantial dollar increase is anticipated, an increased emphasis on offenders is expected, and coordination with Title IV of the Higher Education Act is probable. Set asides are also expected to increase at a rate of three percent per year beginning in 1981, until they reach thirty-eight percent.

Joint funding for the Departments of Labor and Education is desirable, but in order to get it a special arrangement of some sort will have to be made. In addition, forward funding is very desirable for CETA. It would allow greater flexibility regarding long-term program planning.

Glen Whaley
Topic: "Educational Components of the New Youth Legislation"

An outline of the Goodling Amendment to Title II of the Carter administration youth bill indicates that state education agencies are expected to take the lead in implementing programs for youth between 5 and 17 years old. Eighty percent of the funds allocated to states are to be used for basic grants to local education agencies. In addition, 2.5 percent of funds are to go to migrant delinquents and institutionalized youth, 1.5 percent is reserved for local education agencies that do not receive direct federal grants, .5 percent is earmarked for demonstration and research projects in alternative education, and 2 percent goes to native Americans and other special groups.

The Goodling Amendment allocates monies to states, who in turn divide it among local areas. Much broader disbursement of funds is expected. It provides states greater autonomy in the allocation of funds. However, no district is to receive less than one percent of state funds.

Application procedures for funds include the following:

1. Local education agencies apply directly to state education agencies for funds based on a formula.

2. Junior and senior high schools can apply if they are at or below 25 percent of state achievement scores.

3. Local education agencies should rank their schools according to need in their application.

The decision to grant funds is made by the state department of elementary and secondary education, and it concentrates its allocation of funds on districts with the greaest need.

The Goodling Amendment attempts to establish closer linkages between state and local education agencies through the joint development of criteria for funds distribution and program strategies. Through better linkages it also attempts to tie employment skills with basic educational skills. It calls for three year plans, submitted by local school districts, that must demonstrate positive linkage relationships between the areas concerned. Creating optimum linkages is of great concern. To establish them, local schools are encouraged to participate in the activites of prime sponsors.

Joyce Walker
Topic: "Impact of New Youth Legislation on State Programs and Coordination Between Prime Sponsors"

The proposed new youth legislation does not spell out how coordination between CETA and education is to occur at the state level. Joint funding for CETA and education regarding 5 percent and 1 percent linkage monies is highly desirable. Appropriate linkages at the state level are necessary. To help establish effective linkages, personnel within the areas of education policy, basic skills, career development, and supervisors from state education agencies can provide technical assistance to prime sponsors and schools that express a desire to coordinate.

Two stages are involved in the process of coordinating appropriate linkages. First, a period of trust building is required. It is important to get the interested parties together to better understand one another's views. This process helps identify problem areas, as well as the right person(s) in each organization. Second, joint planning between the two agencies is also desirable. A neutral third party may be necessary to help with planning negotiations.

This process is being implemented effectively with ten prime sponsors in Minnesota. The central thrust of the process is coordination and cooperation between local education agencies and prime sponsors. If effective, joint planning and management can take place in implementing youth programs.

The roles played by state level agencies, although unclear in the pending legislation, can have a significant impact on facilitating local cooperative efforts regarding youth programs.

Context and Commentary

Pending youth legislation provided impetus for discussion of a variety of factors among panelists and participants. The following points constituted those given primary attention by the group.

1. Discussion of the major issues of the Youth Opportunitits Act (the Carter administration bill) emphasized strategies of service delivery to economically disadvantaged youth. Major points address included:
    a. whether youth should be paid a subminimum wage;
    b. whether special target groups (e.g., handicapped, offenders and teenage parents) should be automatically eligible for service delivery, and if so, what percentage;
    c. whether benchmarks as given under the new legislation should be developed jointly by program operators and local schools;
    d. whether entitlement programs should allow participants the freedom of any career choice in training;
    e. whether special emphasis should be given the offender population; and
    f. whether the provision of the 22 percent monies for in-school youth would be upheld.

2. Discussion concerning the Goodling Amendment concentrated on the proposed distribution of funds to local education agencies by state agencies. It was pointed out that the major objectives of the amendment include targeting services to client populations in greatest need, and the coordination of employment and training services with basic academic skills. This close coordination between work and education should encourage the education component to emphasize the development of the four R's, that is, "Reading, Writing, Arithmetic and Resume."

    Funds for the local education agencies will be distributed on a formula basis similar to that used for Title I of the Elementary and Secondary Education Act. In addition, funds will be targeted toward special population groups and economically disadvantaged youth.

3. Discussion finally revealed that the roles eventually played by state education and employment and training agencies can be critical to the overall success of local efforts. Linkages between state and local agencies can also contribute to the philosophy of CETA (i.e., the decentralization of local planning).

Recommendations

The following recommendations emerged from the panel presentations and ensuing discussion among participants. They are not listed in order of priority.

1. Titles I and II of the Youth Opportunities Act (the Carter administration bill) should be provided forward funding, services should be targeted toward special groups and alternative career options should be made available to youth.

   Forward funding is very desirable for CETA programs. It provides flexibility in long-term program planning. Funds allocated for two or three years would allow program operators to implement long-term programs, something not easy to coordinate under the present funding system. All federal education monies are forward funded. If the new legislation expects to see linkages between CETA and education develop, forward funding for youth programs is a necessity.

   Targeting services to special groups (i.e., high risk populations) means funds will reach those youth most in need. Not all youth experience problems in the labor market. However, the number of those that do is increasing. Concentrating efforts on these segments of the younger population is a necessary step in attempting to cope with the structural components of youth unemployment.

   Career alternatives usually imply vocational education. If the new youth legislation is to be effective, the concept of career options will have to go beyond the notion of traditional vocational education. Any vocation should be able to be considered as a potential career. Programs dealing with more potential career choices need to be implemented.

2. Basic academic skill development should be included in vocational training.

   Basic academic skills are necessary for successful transition into the labor market. More and more youth are deficient in basic skills, while employers are finding it imperative to hire individuals who possess these skills. The labor force of the future must recognize the need for attaining this basic competency level which provides access to jobs. The proposed Carter administration bill couples training with education. It points out that the two go hand-in-hand. Training provides work experience and basic skills are part of the educational component. The combination of the two provide youth participants with the necessary credentials to obtain and maintain employment.

   To evaluate the effectiveness of teaching basic academic skills in vocational training programs, benchmarks that include basic academic competencies should be developed. The purpose of the benchmarks is to determine the degree to which participants are learning basic skills and to evaluate the effectiveness of teaching methods being used.

3. Time limitations on participation in youth programs should be eliminated.

   Existing CETA legislation imposes participation limits as a deterrent to potential program abuse. However, this regulation fails to view the school-to-work transition as a problem-free period. In reality, it is a period through which few youth pass easily or quickly. It begins and ends between the ages of 16 and 24 for those individuals who make it successfully. For those who do not, negative experiences during this period very often manifest themselves throughout an individual's lifetime. To minimize the long-term

negative effects, youth legislation should conceptualize the school-to-work transition as an ongoing and developmental process. The elimination of time limitations on individual participation is a positive step in this direction.

4. Existing programs should be consolidated into basic grants.

The history of employment and training programs provides valuable clues regarding what works best. It is time that this knowledge be brought together in an attempt to deal more effectively with the youth employment dilemma. Consolidation of existing programs allows for greater flexibility in the delivery of services at the local level. Consolidation can also facilitate greater coordination of the mix of program services, as well as enhance cooperative efforts between agencies involved in the delivery of those services. Finally, program consolidation is a logical step toward establishing joint planning efforts through linkages between CETA and education agencies.

5. Subminimum wages should be eliminated as a program strategy.

Research findings regarding the effects of a minimum wage are inconclusive, but the information that has been analyzed indicates that implementation of a subminimum wage would have minimal effects. In fact, a subminimum wage could have reversal effects and serve as a deterrent to youth seeking employment.

Employment Security and Youth

Description: Services offered by Employment Security (ES) have an adult orientation. Young people are often not aware of the services ES can provide them. This session will focus on types of employment assistance offered by ES, the applicability of this assistance to youth, and changes that can be made to attract and serve more young people effectively.

Moderator: Art Besse
PSE Manager
Dept. of Industry, Labor, and Human Relations
Division of Employment Training Services
30 W. Mifflin, Room 510
B. O. S. - Wisconsin
Madison, WI 53703
(608) 266-0365

Panelists: Burton Carlson
Special Assistant to Administrator
U.S. DOL, Region VIII
19th & Stout, Room 116
New Customs House
Denver, CO 80294
(303) 837-5753

Shirley Smith
Employment Counselor
U.S. DOL
Employment & Training Administration
601 D St., NW, Room 8204
Washington, D.C. 20213
(202) 376-6908

Stanley R. Spencer
Assistant Administrator of Employment Service
Dept. of Industry, Labor, & Human Relations
Job Service Division - Employment Security Administration
201 E. Washington Ave., Room 251
Madison, WI 53707
(608) 266-0365

Recorder: Rick Orton
Dept. of Community Development
University of Missouri-Columbia

Participants present: 30

Overview

Speculating on the future role of Employment Security (ES or Job Service), this session strongly emphasized the vital role it would/should play in providing employment services to youth at the federal, state, and local levels. Considering the lingering national crisis of youth unemployment, participants decided it was very timely to tap into the resources provided by ES.

Historically, since the 1950s, local Employment Security offices have been engaged in providing specialized services to youth. For example, preventative services like establishing linkages between prime sponsors and schools, testing, counseling, job search, placement, and job information have been made available by ES. To emphasize Employment Security's involvement with the youth segment of the labor force, an eight minute slide-tape presentation was given. It was prepared for the Interstate Conference of Employment Security Agencies (ICESA) and portrayed ES successes in cooperative alliance with other community agencies in several states.

The capacity of Employment Security to establish appropriate and valuable linkages with potential employers of youth, plus other community groups and agencies throughout the 2,800 community level ES offices nationwide, was viewed as a unique strength in meeting the challenges of providing employment to youth. Nevertheless, to share the information regarding the wealth of jobs and services available to youth, new methods need to be developed. This can be accomplished by further developing existing linkages between ES, schools, and CETA. Traditionally, these linkages have often been resisted by sources other than ES, thus complicating the process.

There is a real need to view ES as an asset in the process of obtaining employment. Unfortunately, ES has had negative public relations in the past. The role that it can and does play has been minimuzed. This must be changed before ES can function at its maximum potential. For example, in 1979, ES reached five million youth of which it helped to place two million in jobs. Nearly 44 percent of all ES placements in 1979 were youth. ES is a major resource for youth that requires appropriate consideration. However, unless limitations such as inadequate staffing levels, a negative image of ES, and its multiplicity of missions are addressed, Employment Security will continue to face obstacles preventing it from attaining its potential effectiveness.

One major service provided by ES is its capacity to serve as an information system to clients and other agencies. In addition, the ES system is set up in such a way that it can provide information on program accountability. One central data base index can provide much of the necessary objective criteria (e.g., employment search, applicant search, scan of applicant's file, job turnover, etc.), to effectively address the issue of program accountability. To implement this system, additional funding at the federal and state levels is required.

Presentations

Stanley Spencer
Topic: "Employment Security in Servicing: An Overview"

Since the 1950s, Employment Security offices have been involved in a variety of programs designed to serve the nation's youth. For example, preventative services, an area in which ES is strong, includes partnerships (linkages) between schools and prime sponsors, pre-employment services like market information, job information, and placement, and testing services which include counseling and job search.

A brief slide tape presentation, prepared for the Interstate Conference of Employment Security Agencies (ICESA), was presented by Mr. Spencer. It portrayed Employment Security successes in cooperative alliance with other community agencies in several states (e.g., California, Massachusetts, Alabama, Arizona, Wisconsin, and South Carolina). From the presentation, it was evident that

ES was not only involved in establishing appropriate agency linkages, but also committed to the youth of the labor force.

To increase the attractiveness of the ES system, there is a real need to develop ways of sharing the wealth of information, available to ES, between schools, CETA, and ES offices. Additionally, there is a need to develop a "tracking system" that follows youth after they leave school. This would help prevent them from being lost in the system.

Burton Carlson
Topic: "Employment Security and Accountability Management Information Systems"

Employment Security can function as a valuable information system. Although ES has traditionally been viewed as a service agency (e.g., providing job placement), its real contribution lies less in the area of service and more along the lines of accountability management. However, there is concern over the fact the accountability issues are not being sufficiently addressed.

The existing employment information system is fragmented. There is a need to consolidate all employment and training programs under one system. ES has an effective network that can serve as a model upon which to base a central data based system. By adapting and utilizing the Management Information System presently employed by ES, assistance can be lent to CETA and other employment and training programs. The consolidation of all employment and training programs under one system could enhance planning, monitoring, evaluating, and reporting of data. Implementation of this change is necessary in the establishment of a local needs assessment base. In time, the central data based system would prove itself to be quite cost effective.

Shirley Smith
Topic: "National Job Service Initiatives"

Although little mention is made of the fact, Employment Security has a history of involvement with youth in the labor force. Through its 2,800 local offices, ES reaches more youth than any other agency, except schools. At the national level, ES initiatives include a year-round school service program that helps prepare youth for job seeking, the Special Summer Youth Employment program, like the one in Ferguson, Missouri, that provides not only work experience, but survival skills as well, and the Special Employment Information Centers programs that play a vital role in recruiting, counseling, and placing young people in apprenticeships.

In the past, ES has had bad public realtions. This is unfortunate because the role it plays has been minimized. Little mention is made of the fact that in 1979, nationally ES reached five million youth, two million of which were placed in jobs. In addition, Employment Security's attempt to establish linkages with schools has been somewhat tenuous because of the educational system's reluctance to involve "outsiders."

The bottom line is the Employment Security is a major resource in the area of youth employment that remains virtually untapped. The future cannot afford additional legislation which fails to recognize the potential of such a major resource.

Context and Commentary

Discussion following individual presentations concentrated on the following issues regarding Employment Security.

1. Since Employment Security personnel constituted the large majority of participants attending this session, a great deal of the discussion taking place revolved around the fact that while ES contacts such a large number of the nation's youth, it receives little credit.

2. The group felt ES should play a key role in current and future youth initiatives. This role, however, should be carried out in cooperation with CETA, prime sponsors, Community Based Organizations, Local Education Agencies, business, and labor organizations. If utilized if this manner, ES could serve as a national placement resource and repository for labor market information.

3. The general opinion of the participants indicated a genuine need to contact and become involved with local communities. A need exists to openly discuss the job services made available by ES. Positive public relations at the local level could prove invaluable to the future image of ES by helping eliminate the negative image of ES as an "unemployment office."

4. Questions regarding the lack of ES staff sensitivity to minorities, other disadvantaged groups, and youth were addressed. There was some indication that this problem may be related to ES staffing deficiences, which in turn directly reflect the inadequate allocation of resources (funds) to Employment Security efforts.

Recommendations

The following recommendations emanated from the presentations and succeeding discussion among panelists and participants in attendance. They are not listed in order of priority.

1. Future youth programs should include a role for Employment Security.

   This cannot be stressed enough. The historical role of ES provides the necessary precedent or rationale for supporting such a change. In addition, the large number of youth reached by ES (e.g., five million in 1979) provides further justification for its present significance. ES can offer CETA much in the way of linkages, job information, and a procedure designed to correlate vast amounts of data into a centralized Management Information System for future program accountability. Existing youth programs often require the types of services ES can provide. It would be a mistake to continue to dismiss its applicability to the youth employment situation.

2. Employment Security staff should undergo further training in minority relations and improved personal relations.

   Minority segments of the labor force quite often experience a greater need for ES services because of their higher rates of unemployment. A clearer understanding of minority client situations can go a long way in providing courteous and more personalized services to these individuals. Additional ES staff, to complement this training, can also aid in establishing better relations with ES clientele by helping to alleviate work overloads, which often cause negative personal interactions. The long-term effects of such changes will become evident in a more positive public image of ES.

3. The U.S. Employment Service should explore and provide technical assistance and direction to state and local agencies on methods of providing improved services.

   At present, ES funding resources are stagnant. State and local agencies therefore lack adequate funds to attempt such an endeavor on their own. Federal involvement is necessary to upgrade services provided by ES. Providing higher quality services should reflect positively on the negative image of ES. In addition, better services to clients will constitute the short-term benefits of federal assistance, while positive public relations will result in the long run. This assistance can be provided through use of additional

methods such as group job seeking skills activities, and establishing formalized cooperative agreements with other community organizations and CETA program operators.

4. Employment Security services should be brought out of the office and into the community and schools.

   At present, youth are poorly prepared for job seeking. Public schools are often ill prepared to teach students these skills, and those they do spend time with are usually college bound. To better prepare the nation's youth, it is necessary for ES to make contact with individual communities. ES needs to speak with youth about the services it provides. An awareness of ES must be established. This can best be done through localized efforts. One additional feature of such a move is the positive relations it can develop in the community. It will help to eliminate ES's image of an "unemployment office."

5. Present Employment Security data systems should be explored as a basis for creating a centralized, integrated, and automated Management Information System for all employment and training programs.

   For those programs having data requirements, definitions, and performance requirements that are internally consistent with one another, this centralized system would prove very valuable. This type of system could address program accountability issues necessary to evaluate programs equitably. Initial start-up costs would be high, but the long-term benefits make the venture cost effective. In time, a client data base would be available, which would also allow clients to be tracked after they leave school so they do not become lost in the system. The system would be a means for sharing the wealth of information about jobs with other agencies (e.g., CETA programs, schools, etc.), thus making it valuable to sources other than ES.

6. The placement credit system should be revised to allow for appropriate credit for a job referral to an employing agency (e.g., a Community Based Organization).

   With the exception of schools, ES contacts more youth than any other agency. In 1979, ES reached five million youth nationally, of which it placed two million in jobs. Presently, ES receives little, if any, credit for the service it performs. Its efforts with youth are often dismissed without proper acknowledgement. Nevertheless, ES has proven itself as a valuable resource to youth. Attributing ES proper referral credit is easily justifiable. The benefits derived from an equitable credit system should be reflected in positive reactions from ES staff, and a more professional approach to their clientele. In additon, the costs involved in providing referral credit are certainly negligable.

Rural and Urban Youth

Description: Different employment obstacles face urban and rural youth. However, youth employment and training programs de-emphasize these differences by offering categorically similar approaches as solutions for urban and rural youth employment problems. Causal differences for these employment problems require accurate identification to determine appropriate and effective strategies for each. This session will focus on the employment of urban and rural youth and how this situation can best be served through provision of employment and training services.

Moderator:
Don Eisinger
Supervisor, Manpower Training
Dept. of Elementary & Secondary Education
P. O. Box 480
Jefferson City, MO 65102
(314) 751-4400

Panelists:

Ulysses Bell
Director of Human Services,
National Rural Center
1828 L St., NW Room 1000
Washington, D.C. 20036
(202) 331-0256

Everett Edington
Director, ERIC/CRESS
Box 3AP
New Mexico State University
Las Cruces, NM 88003
(505) 646-2623

Daryl Hobbs
Director, Rural Development
University of Missouri-Columbia
621 Clark Hall
Columbia, MO 65211

Jim Morlock
Deputy Director
Mayor's Office of Manpower Resources
731 St. Paul Street
Suite 500
Baltimore, MD 21202
(301) 396-1910

Robert Nogueira
Director of Vocational Education
Redbank Regional High School
101 Ridge Road
Little Silver, NJ 07739
(201) 842-8000

Youth Panelists:

Lenny Eagleman
c/o Ozark Action, Inc.
710 E. Main St.
P. O. Box 588
West Plains, MO 65775

Brenda LeGrand
4110 Fairground
St. Louis, MO 63107

Recorder:
Olivia Langendoerfer
Home Economics Education
University of Missouri-Columbia

Participants present: 30

Overview

Five presentations were made, three of which were rural and two urban in orientation. The original intent of the session was not to stress one area more than another, although more emphasis was placed on the rural youth employment dilemma.

While not all components of the rural/urban youth employment situation were addressed, primary concerns associated with rural and urban youth employment were given attention. One main point stressed was the diverse nature of rural and urban locales. It was explained that this diversity manifests itself in a variety of ways: the labor market, the educational opportunities available to youth, and even the social structure of rural and urban areas. As a result of this diversity, panelists stressed the need for additional options within the existing employment and training and education systems to effectively deal with the pressing problems of rural and urban youth employment.

Existing education and employment and training systems train people to work in large organizations. This form of training has greater applicability in urban areas because rural communities often lack large-scale employers. Rather than continue with the present system, alternatives should be sought to explore new employment possibilities. Three potential options discussed included:

1. The development of entrepreneurship (self-employment) programs for both rural and and urban youth. The implications of this idea are far reaching when one considers the available market potential in rural areas. Thirty percent of the nation's population resides in rural areas. There is still great potential for starting small businesses in rural areas because rural residents require services similar to those needed by people in urban areas.

2. The development of vocational programs in isolated rural areas where local trades people are the instructors. Too often, vocational training programs provide training that is not relevant to the economy of the locality in which it is given. If specialized training is provided for which there are no jobs, the validity of such a program is questionable. By tapping into a community's existing business resources, vocational training programs can better ensure the employability of participants upon completion of the program. At the same time, important linkages between the various agencies involved can be enhanced. The use of local trades people is intended to accomplish these objectives.

3. A liberalization of the rules for placing youth in regular CETA programs with private-for-profit employers, with an emphasis on small businesses. Four out of every five jobs exist in the private sector. However, current regulations can easily serve as a deterrent to employers to hire youth enrolled in vocational training programs. In order to get employers to hire vocational training participants, a reevaluation of existing practices may be desirable. The result of such a move could be greater private sector involvement, as well as appropriate training for available jobs in the economy.

   By emphasizing small businesses in the training of participants, more personalized training can be achieved, along with the possibility of the participant being hired after training has been completed.

Several of the issues discussed appeared to be applicable to youth in general regardless of location. There was agreement on the issue that the nation's youth constituted an untapped resource. However, past attempts have failed to successfully use this available potential. Reliance on the educational system to totally train youth has proven inadequate. The type of training provided in vocational programs has been too inflexible to work in a variety of localities. Specific training has not proven to be the "one best method."

To successfully tap the youth labor force, employment and training programs and the educational system must be more sensitive to the aspirations of youth. Effectively dealing with the problems of youth unemployment also requires a larger degree of community concern and involvement.

Numerous examples of this are occurring in many rural and urban areas already. It is a developmental approach that is localized and individualized. Finally, specific types of training cannot continue to dominate available vocational programs. The worker of the future will have to be a generalist, capable of implementing a number of skills. Being adaptable to a variety of work situations is the key to urban and rural youth finding viable employment opportunities.

Presentations

Everett Edington
Topic: "Characteristics of Rural Students, Rural Schools, and Their Relationship to Rural Youth Unemployment"

Rural youth constitute diverse groupings of people. This diversity requires the attention of both federal and state employment and training program facilitators if they expect to effectively address the problems associated with rural youth employment.

Numerous myths and stereotypes exist regarding what constitutes the nation's rural youth. For example, rural youth are assumed to reach lower levels of educational attainment than their urban counterparts. Today, this difference is negligible. In addition, rural areas are often assumed to be slow to grow and resistant to change. However, during the past two decades, industrial diversification and the reversal of national population trends have resulted in rural areas growing twice as fast as urban areas. Although rural youth have lower aspiration levels than urban youth, this fact may be inherently tied to varying degrees of rural isolation, as well as the lack of occupational awareness opportunities.

Part of the solution to the rural youth employment dilemma lies in administrators, educators, and local industry recognizing that the educational system is not, and cannot be, the sole trainer of youth. The responsibility for developing the employment potential of youth rests with the individual community. Continuing to transfer urban models to solve problems in rural areas perpetuates existing problems. The community can serve as a valuable training station in rural areas by tapping into small businesses and establishing self-employment programs.

Jim Morlock
Topic: "Characteristics of Urban Youth, Their Interaction With the Local Private Sector, and the Impact of New Youth Legislation on Existing Local Programs Geared to Urban Youth"

More than a full employment policy is needed to help youth because youth are not completely reached by full employment. Youth need to train in the private sector since that is where the large majority of jobs exist. Past experience provides numerous solutions to problems youth experience, but there is a pressing need to implement what is known to work. The key to solving the youth employment dilemma requires that solutions be addressed at the local level and that localities be given the authoritative flexibility to implement viable solutions.

In an Entitlement Program in Baltimore, Maryland, private sector employers are playing an emerging role. The program consists of an integrated and comprehensive system in which youth work in the private sector. Numerous organizations (e.g., unions, schools, and employers) are involved in helping to make the program a success. As much as possible, the program is very adaptable and geared to individual differences.

The central component of the Entitlement Program constitutes a Youth Enrollment Center which is operated by the prime sponsor. This center provides outreach services to school dropouts and attempts to determine how they can best be served. In addition, the center screens youth for program eligibility.

A new component of the Entitlement program is the Youth Assessment Center. During three week sessions, the Center takes a total approach in evaluating the individual by assessing physical, intellectual, and personal needs. This three-week process culminates in matching youth with appropriate services and employment strategies. Youth are matched into one of five sequential programs designed to facilitate their transiton to the private sector.

The Entitlement program works primarily with small businesses which have ten or fewer employees because they generate 70 percent of the new jobs in the nation. This small setting allows youth to gain personal involvement and self-interest in their employment. Additionally, employers are beginning to recognize youth as an untapped resource available and willing to become involved in the small business.

Program supervision is intense and direct. Unions do not object because small businesses are viewed as marginal and often not unionized. There is a lack of red tape involved for the small business to utilize youth. Presently, 1,100 youth are employed in 400 work sites under the Baltimore Entitlement Program.

Ulysses Bell
Topic: "National Rural Youth Employment Policy Initiatives"

It is challenging but discouraging that very little is known about rural youth and the diversity they exhibit. To develop effective policies, there is a great need for additional basic research on the rural youth situation. More in the way of national initiative programs (e.g., Youth Work Inc., NDRC in New York, Tennessee Tom Bigbee, etc.) need to be implemented to provide job training for rural youth.

In the rural private sector, most jobs come from small employers. This creates a situation of underemployment because the businesses are so small they are not required to pay the minimum wage. As a result, individual resources are often underused.

There is a genuine need to be senstive to the perceptions of youth in employment and training programs. Understanding their feelings is important. Adults have their own perceptions, but they are probably quite different from those of the youth participants. In addition, youth require options in the labor market. Providing them with greater occupational information allows them the capacity to choose what they want in terms of an occupation. Adults must be sensitive about imposing their work values on youth because it is important that young people decide what they want in terms of an occupation.

Robert Nogueira
Topic: "Needs, Perceptions, and Services Affecting Urban Youth and Their Employment Problems"

Today's youth need a system which facilitates the transition from school/training to the world of work. Negative transition experiences often have long-term negative effects on young people. Trying and failing often leads to withdrawl. Many variables can be controlled in training. One variable that cannot be controlled is the individual's choice to engage in trying once he or she has already attempted and failed. Getting up and trying again is very important to succeeding in the transition from school to work, but the will to try again has to be developed. The reluctant learner is often not involved and, therefore, requires a response of intervention from the

training station. The key is a one-to-one relationship with a sensitive adult employer as a positive role model. The chances for success are greater under these circumstances and, hopefully, the young person will more readily accept the try-fail-try-again process.

Youth have a problem with employability, not employment. They often exhibit an appearance that is perceived as inappropriate. Their attitude and behavior are also judged negatively. These perceptions of youth often imply failure on their part. As a result, they stop trying.

Nevertheless, the problems of youth become the problems of society. If youth fail, then society also fails. Therefore, there is a need to become directly involved with youth. It is not necessary to impose adult values on them, but instead, to encourage them to keep trying in their attempt to make the transition to work successfully.

Daryl Hobbs
Topic: "Rural Labor Markets and Expansion of These Markets Through Closer Linkages With the Rural Community"

During the past decade the demographics of rural areas have changed greatly. A variety of urban cultural influences as well as population segments have spread into rural sectors. Today, many urban people are being trained in rural schools for a variety of reasons (e.g., they are more private, perceived as safer, and offer greater independence). These changes have resulted in a new perspective on employment opportunities in rural areas.

Rural education needs to break out of the "one best system" concept. At present, it trains employees to work for large organizations. However, rural communities more often than not lack large employers. Additionally, vocational education trains specialists to perform one job. Urban norms of punctuality and a complex division of labor are imposed by training programs in rural areas. This limited capacity imposed by present training creates employability problems in rural areas. Rural areas need people that are generalists who can exhibit a variety of employment skills. Possession of multiple skills is the key to employment success in rural areas.

Entrepreneurship is another option for employment in rural areas. Rural communities have a great deal of diversity, but it exists on a much smaller scale than in urban areas. Nevertheless, it exists and creates potential markets to be served by small businesses. Those individuals with multiple skills (i.e., generalists) will be in the best position to successfully start a small business in rural areas.

Many careers require skills across several areas of knowledge. Consideration of the following methods used in vocational agriculture can benefit other training educators:

1. Total curriculum begins at the ninth grade level.

2. It advocates self-employment and a generalist type of knowledge.

3. The teacher is hired on a twelve month basis with project orientation and home visitation to involve the parents.

4. The Future Farmers of America (FFA) organization instills a sense of belonging.

There is a need to match training programs with the needs of local communities and schools, and communities need to form cooperative agreements with one another. There is also a need to assess existing resources and match them with the needs of the local youth population.

Context and Commentary

Panelists and participants addressed a number of issues related to rural and urban youth. The following points were given primary attention:

1. The cost effectiveness of vocational training in rural areas is questionable. Although the trend toward area vocational schools is economically desirable, the farther the travel distance youth live from the school, the greater are their chances for not attending. A viable alternative to this dilemma is the need to obtain local community involvement. Uniting local individuals and their talents can increase the available options for youth in the employment arena.

2. The ratio of youth to supervisors at public and private work sites can be crucial to the success of training programs. The involvement of small businesses in the private sector provides a close (one-to-one) personal relationship between trainers and youth. This relationship also provides positive role models for youth, thus enhancing their chances for future job market success.

3. The optimum type of work experience program for youth is that which is thoughtfully planned and based on the individual's needs. Being sensitive to the aspirations of the young is very important.

4. Many training programs that have been successful in rural areas require national visibility to inspire similar programs in other areas toward substantial ideas and goals. To some extent this is already occurring. However, additional research is necessary to determine not only what works best, but why it works best. The particular program is, of course, important, but the individual process used to implement it is equally important.

5. Jobs for inner city and remote rural youth have to be more accessable for young people to take advantage of them. Transportation and child care facilities are needed to open employment options for these youth. In addition, these facilities can help the rural female employment situation, which has traditionally been overlooked, as is evidenced by the male orientation of training programs in rural areas.

Recommendations

The presentations given, along with the discussion among panelists and participants resulted in the following recommendations. They are <u>not</u> listed in order of priority.

1. <u>There is a need to develop and implement entrepreneurship (i.e., self-employment) programs for urban and rural youth</u>. To some extent this is already beginning to occur in a number of areas. It is an approach that looks particularly desirable for rural areas because they too require services similar to urban areas, albeit on a smaller scale. Currently, rural youth are given specific skills training for employment in large industrial organizations for a national labor market. However, large industry does not exist in the majority of rural areas. Therefore, specific skills training often results in the underemployment of numerous rural youth. Entrepreneurship programs emphasize training that is of a more generalist nature. They provide youth with a variety of basic skills that are adaptable to numerous employment situations, thus creating more options for youth to obtain and maintain valuable employment.

2. <u>School based cooperative education programs should begin at an earlier age, possibly fourteen</u>. This career education approach is not new. It is based on the premise that sixteen and seventeen is too late to begin introducing youth to career options. The programs are designed to begin with simple career awareness sessions and culminate in actual hands-on work sampling/experience in a variety of occupations.

The programs provide benefits for both remote rural and inner city minority youth, two segments of the population that research shows are lacking in employment opportunities due to a limited awareness of career options available to them.

3. Existing federal (U.S. Department of Labor) and state (Department of Education) policies regarding private sector involvement and "trades training" should allow greater flexibility in the employment of isolated rural and inner city youth. Current employment and training program policies restrict youth from participating in the private-for-profit sector and also restrict communities from conducting contracted "trades training." Liberalization of these policies can open a whole host of opportunities for rural and urban youth and communities alike. Allowing youth to work in the private-for-profit sector allows training programs to tap into a virtually untouched employment resource, the smaller businesses that are so prevalent at the local community level. Additionally, the flexibility to do contracted "trades training" allows training programs to utilize local employers in the community. Greater local community involvement in addressing the real issues of youth employment is the intended result.

4. Additional public works projects, which concentrate on the employment of youth, should be provided in rural areas. Many remote rural areas lack the necessary facilities, equipment and personnel to provide their youth with valuable and badly needed work experience. Public works projects can provide what is necessary. They can also provide youth with greater career awareness opportunities leading to successful employment. In those areas experiencing severely limited employment options, calling on the federal government to perform its job as the "employer of last resort" is necessary.

CETA/Education Linkages

Description: Employment skill requirements for the 1980s anticipate an emphasis on white collar occupations. Securing these positions will depend on adequate job skills and basic educational skills. This session will focus on factors involved in developing stronger linkages between CETA and education, promoting successful school-to-work transition, and the possible effects these linkages can have on the structural nature of youth employment.

Moderator:
Michael J. Dyrenfurth
Associate Professor
Industrial Education
Dept. of Practical Arts and
Vocational-Technical Education
University of Missouri Columbia
Room 103, Industrial Education Bldg.
Columbia, MO 65211
(314) 882-3082

Panelists:

Ron Bruch
NEA Executive Committee
18005 E. 27th Terrace
Independence, MO 64057
(816) 795-8710

Greg Druian
Project Coordinator
Education and Work Program
Northwest Regional Education
Laboratory
710 SW 2nd Ave.
Portland, OR 97204
(503) 248-6828

Elaine Libit
Deputy Director
Wider Opportunities for Women
Non-Traditional Work Programs
755 8th St., NW
Washington, D.C. 20001
(202) 638-4868

Barry Stern
Education/Work Consultant
King Snohomish Manpower Consortium
1813 Smith Tower
Seattle, WA 98104
(206) 635-4785

Youth Panelist:
Barbara Battle
3422 Pine Grove
St. Louis, MO

Recorder:
Mary Morgan
Home Economics Education
University of Missouri-Columbia

Participants present: 44

Overview

The creation of linkages is a very popular theme in the fields of manpower and employment and training. The assumption made is that a broad base of program linkages enhances the service delivery process. However, opening effective lines of communication and establishing linkages is a very complex process primarily because of the variety of agencies (e.g., CBOs, private sector, LEAs, government, labor, proprietary institutions, etc.) and governmental regulations involved. In addition to these barriers, there exists the problem of a lack of action on the part of the parties concerned. The development of stronger CETA/education linkages and the promotion of successful school-to-work transition depends upon more than a simple verbal agreement between individuals and agencies. It depends on a greater commitment to become involved in the process of bringing this goal to fruition.

The problem with developing stronger linkages between CETA and education is not one of having inadequate information. In fact, the reverse may be the case. The real problem lies in the application of the available information, that is, of doing rather than researching. Paying "lip service" to stronger linkages is of no value unless steps are taken to make the ideas work.

A major step toward alleviating the linkage problem involves the establishment of a set of priorities. This includes first, the establishment of human resource development as one of the nation's primary missions. Secondly, there may also be a need for some form of legislation pertinent to the development of linkages. More specifically, the former suggests that linkages, if they are to be beneficial, ultimately must be implemented through intent, desire and/or commitment. However, the latter, in its call for legislation, suggests that if linkages are forced via legislative mandate, such linkages are likely to die with the demise of the mandate.

In its discussion of linkages, this session dealt with a broad spectrum of topics: CETA/LEA collaboration to build linkages, the role of education, the use of the needs assessment in developing linkages, and the role of private industry in the linkage process.

Program panelists and participants reached consensus on the importance of linkages to the success of youth programs. There was also agreement that forging stronger linkages should be an important priority in future legislative efforts. Finally, agreement was reached regarding the extension of linkages beyong CETA and education, and opening the lines of communication between the private sector, education, prime sponsors, and labor agencies.

Presentations

Greg Druian
Topic: "Problem Solving and its Relationship to Building CETA/LEA Collaboration at the Local Level"

Education and work programs have been concerned with the transition of youth from school to work. This mutual concern between CETA and education resulted in a series of coordinated workshops held in Idaho. The purpose of these workshops was building understanding and the capacity to deal with the problem of programming for the transition from school to work. In addition, training personnel to work within the linkage framework was emphasized. The approach was comprehensive in that it covered the entire state of Idaho and provided continuous follow-up.

The Idaho workshops revealed that the following factors were useful in developing better CETA/LEA understanding:

1. It is important for individuals (from different agencies) to get to know each other.

2. Paraphrasing each other's perspectives facilitates a broader understanding of other agency roles.

3. Joint action planning revealed similar goals for CETA and LEAs.

4. Future cooperative efforts could be facilitated by sharing information between agencies.

Ron Bruch
Topic: "The Relationship of Education to the Elimination of Youth Unemployment"

Current linkages between CETA and education are not strong enough, improvement is necessary. To meet the demand for labor in technical and service jobs, which will become increasingly available in the 1980s, it is the goal of education to provide the nation's youth with the necessary basic skills. Youth employment is clearly the most crucial challenge for manpower programs. Youth constitute the nation's labor resource for the future. Failure to address the challenge of youth unemployment can have grave consequences on our society and economy.

Addressing the problem of youth unemployment head-on requires the establishment of effective linkages between school, government, private industry, and labor. Additional research projects or other conferences are not what is needed. Adequate information is not lacking. Instead, there may be too much, more than the system can absorb. It is time to stop all the talking and begin doing, that is, establishing appropriate linkages to help make the system work.

If education is to realize its goal of providing continuous and comprehensive programs and excellence in education for all youth, a change in its overall approach is necessary. Education can no longer accept the status quo as the only possible solution. Changes needed include:

1. Compulsory attendance. Students should be allowed to return to school when they want to.

2. 7:30 starting time. It should be more flexible.

3. Free education to all. Currently, this includes ages 5 to 18. It should be expanded to include everyone.

Elaine Libit
Topic: "The Role of Private Industry in the Educational/Instructional Components of Education and Training Programs"

The programs offered by Wider Opportunities for Women (WOW) were briefly described. Of these, the Non-Traditional Work Program provides an example of creating linkages to use private industry in education and training programs. Its primary goal is to make women work-ready and get them into good paying jobs. It is not a training program, but rather a job program. Participants must work. The approach used to get women jobs constitutes teaching marketable skills and work-life skills.

Program teaching methods include:

1. The application of problem-solving to real situations. It takes place on a training site.

2. Skill specificity. Only specific skills to perform adequately on the job are taught, not the entire subject.

The program has established valuable linkages with private industry, labor unions, and vocational education. It has also achieved a high degree of success with 83 percent of the graduates being placed in unsubsidized private sector jobs, and an 85 percent retention rate after one year.

Barry Stern
Topic: "Discussion of Needs Assessment for CETA/Education Linkages"

A review of the approaches in materials describing CETA/education linkages reveals four themes:

1. A platitudinous approach that consists of a number of "ought tos," but not a lot of facts.

2. A reflective approach based on studying the issues, showing what works training, and communication.

3. A legislative approach to create linkages (e.g., set-asides, 1 percent linkage funds, 5 percent youth funds, etc.).

4. A needs based approach, which assumes that if the issues and needs of the delivery system are known, the linkages will take care of themselves. It eliminates many existing collaboration problems by focusing efforts on actual client needs.

The identification of client needs can enhance the linking process. However, the tacit assumption that linking up with other service deliverers will by itself solve problems cannot be made. Before linking occurs, it is important to ask what the objectives for doing so are. Linkages alone cannot provide needed answers. It is important to determine program needs prior to establishing appropriate and effective linkages.

Context and Commentary

The following issues were raised during the group discussion:

1. What is the responsibility of education in providing solutions to social problems? Education cannot solve all social ills. However, school is an integral part of the social fabric. It is important to look at what is being taught and how it is taught. Making school relevant to the real world is necessary.

2. The assumption that collaboration (linking) necessarily enhances program quality is often made. This is commonly thought to be a valid statement; however, linking, without giving prior thought to program needs may be unnecessary and even detrimental to a program. Linking alone is not the answer. Delineating program objectives can provide insight into what, if any, linkages should be made.

3. There is a need to extend the enrollment period for CETA clients. Pros and cons are often expressed regarding this issue. The answer probably lies in a combination of determining program objectives and needs. The results may suggest extending enrollment for some programs but not for others. Maintaining the current enrollment period may encourage teaching specialized skills to get participants out on the job so they can learn about the world of work.

4. There is a desirability to seek a new legislative thrust regarding linkages. This includes legislation that would effect a merger between vocational education and YEDPA into a youth human resources development thrust. To be successful, this approach suggests the need for redefining national priorities with regard to youth unemployment and employment

and training programs. Additionally, this new thrust suggests the need to revise institutional missions (goals) to include a priority commitment to youth employment.

Recommendations

The following recommendations emerged from the panel presentations and discussion taking place during this special interest session. They are not listed in order of priority.

1. Conduct workshops that bring prime sponsor, state and local education agencies, and private sector personnel together.

   It is important to point out that the success of these workshops depends upon the systematic implementation of a planning sequence of awareness, exploration, and preparation. The intent of the sessions does not necessarily have to include the creation of inter-agency linkages. Rather, by becoming aware of the roles of other agencies, individual programs can determine whether or not linkages are necessary for greater program effectiveness.

2. The principal actors in human resource service arenas should engage in ongoing multilateral communications.

   Open lines of communication between different service delivery agencies is simply smart business. The more communication that exists between programs, the greater the awareness of different approaches to a similar problem. Open lines of communication can also facilitate the development of linkages in the future, if the need for them should arise.

3. Complete the linkage partnership (CETA/education) by involving the private sector and labor.

   One of the primary purposes of both CETA and education is facilitating the process of helping youth become functioning members of the mainstream of the nation's labor force. Alone, CETA and education can fulfill only part of this goal. Since the majority of existing jobs are located in the private sector, and because youth are the future potential members of labor unions, establishing positive linkages within these areas can greatly enhance the effectiveness of future youth programs.

4. Give consideration to developing alternatives to the existing educational system.

   Current problems within the existing educational system suggest the need to revise certain rules and regulations. For example, free education should be available to everyone, not just individuals age 5 to 18 years. Also, by offering school on a more flexible schedule basis and by eliminating compulsory attendance, educational programs can become a viable avenue for the non-traditional student to pursue. While numerous changes are possible, change for the sake of change alone is not advisable. What is required is the examination of the educational system's obsolete ways to help make the system function more effectively in the future.

5. In specialized training programs, restrict supporting subject instruction to the absolute minimum actually required to perform on the job.

   Education's approach to teaching has a comprehensive orientation. However, this method may not be necessary in specialized training programs, where complete understanding of a subject is not necessary. Therefore, teaching should be of a short term nature and specific to the subject matter necessary to perform adequately on the job. For example, if a job requires an understanding of decimals in arithmetic, there is no need to go beyong that level of subject complexity in preparing one for the job. The

primary concern of specialized programs should be getting the person on the job to gain valuable work experience.

6. Collaborative efforts on needs assessments should have a joint basis.

Needs assessments should be conducted by all actors involved in the human resource development system (including clients). The assumption made is that if a program is client-oriented, then positive inter-agency linkages will follow. This developmental approach is process-oriented, that is, good linkages (the product) result from inclusion of the necessary parties in determining a client's needs (the process). The end result is that the client's needs are more likely to be met, as are the agency's need for supportive linkages.

7. Intimately fuse basic education and skill training.

Many youth are lacking in basic educational skills. Additionally, skill training alone is not sufficient to get and maintain a good job. There is a priority need to link these two forms of training so that young people can experience aspects of the world of work in conjunction with their traditional educational training. Reinforcement and application of basic classroom concepts to practical work situations necessitates a functional linkage between education and training programs.

8. Entitlement projects should be continued.

In line with the philosophy behind the development of CETA/education linkages, the continuation of entitlement projects can be viewed as fostering this idea. The combination experience in education and work provided by these programs can serve both client needs and agency needs. Clients gain valuable educational training and work experience, while service agencies establish and develop appropriate linkages with other sectors important to the future success of programs.

Labor and Private Industry

Description: The predominant source of employment in the U.S. is the private sector. Recent youth program efforts attempt to involve private industry and labor unions in helping to find solutions to youth unemployment. Preliminary studies indicate this strategy to be ineffective for employing large numbers of youth. This session will focus on the reasons for the present situation, and possible ways youth can benefit from the resources of private industry and labor within the total spectrum of employment and employability skills.

Moderator:
Donald Clark
Associate Dean for Research
College of Education
Texas A & M University
College Station, TX 77843
(713) 845 5311

Panelists:

Paul Barton
Vice President
National Manpower Institute
1211 Connecticut Ave., NW
Washington, D.C. 20036
(202) 466 2450

Susan Gilbert
Director, Wider Opportunities for Women Non Traditional Work Programs
755 8th Street, NW
Washington, D.C. 20001
(202) 638 4858

Charles Kent
Human Resources Development Institute
6301 Rockhill Road
Kansas City, MO 64131
(816) 444 3841

Judy Moore
Director, Youth Employment Support Project
Governor's Office
Voluntary Citizens Participation
Capitol Hill Building, Room 504
Little Rock, AR 72201
(501) 371 8020

Gene Pfautsch
Branch Manager/Personnel Training
Dept. 63, Bldg. 274
McDonnell Douglas
Box 516
St. Louis, MO 63166
(314) 232 4751

Youth Panelist:
Tina Loucks
Rt. 2, Box 176
Smithton, MO 65350

Recorder:
Paul Brauchle
Assistant Professor
Practical Arts and Vocational-Technical Education
University of Missouri-Columbia

Participants present: 44

Overview

Although labor and private industry's involvement in youth employment initiatives constituted the primary thrust of this session, representatives from a variety of groups presented opinions concerning the problems of youth employment. In general, industry stressed initiatives open to it whether funded or non funded, labor favored preparatory training through a national employment development program, trainers emphasized the need to target training and create linkages with private industry, and planners cited the need for articulated programming. The panel presentations comprised a number of program testimonials. Specific programs (e.g., YES, WOW, STEP, and HRDI) designed to involve industry and labor were discussed. Valuable examples of successful programs were also provided.

Initially, it was stressed that the involvement of labor and private industry in employment and training programs was based on self interest. However, this self-interest was considered quite natural because most specific skill training in the U.S. is carried out by industry and labor, not by the federal government. Labor and industry personnel were also concerned about the educational system providing the basic skills necessary for successful employment because youth will require these skills to obtain and maintain a job in the future. Collaborative efforts between education, labor, and industry were viewed as a positive step toward successfully addressing the problems associated with youth employment.

The Youth Employment Support (YES) program in Little Rock, Arkansas, emphasizes the role volunteers can play in helping disadvantaged youth obtain jobs. The YES program uses volunteers from industry to assist young people in their transition from school-to-work. The volunteers help youth identify needs and goals relevant to their futures. The program targets on smaller employers and volunteers serve only in a supportive capacity. Thus far, the YES program has achieved a high degree of success in placing participants in private sector jobs.

Wider Opportunities for Women (WOW), a Community Based Organization in the Washington, D.C. area, has a variety of programs designed to qualify women for non-traditional jobs in numerous professions (e.g., auto mechanics, building trades, skilled technical occupations, etc.). WOW programs emphasize the extensive use of labor and industry in the training and guidance of participants. As much as possible, training simulates a real job situation. Its purpose is to move women into the "good ol' boy network."

The McDonnell Douglas Corporation operates the Summer Training Employment Program (STEP). Developed in 1968, STEP provides ten weeks of skills training (e.g., sheet metal and electrical experience) and personal development (e.g., personal hygiene, work habits, and citizenship training). The program constitutes occupational exploration through the simulation of real work situations. Becaust it is a summer program, continuation of schooling is greatly emphasized and an attempt is made to relate school subjects to work situations. The program enrolls approximately fifty youth per year.

Presenting labor's viewpoint, a spokesperson from the Human Resources Development Institute (HRDI), the employment and training arm of the AFL-CIO, was present. At a general level, labor's historical and present involvement with employment and training programs was explained. A variety of programs were mentioned in addition to the need to form a link between government, labor, and industry in the implementation of CETA and its Private Sector Initiative Programs (PSIP).

Presentations

Paul Barton
Topic: "The Self Interest Basis for Participation in Youth Employment Programs by Labor and Private Industry"

The involvement of industry and labor unions in youth employment and training programs is a natural way to go about business. Most specific skill training in the U.S. is undertaken by both industry and labor. Their interest in training is self-centered in the sense that they are concerned that it be done properly and conducted in areas exhibiting an adequate demand for labor. The government is not able to do it alone. By taking a personal interest in skills training, unions and industry can be assured of the overall consistency of the final product. Their future success rests on their present involvement with youth.

Labor unions and industry also have an interest in the educational system through which youth must pass. Their interest is expressed as a concern that education provide youth with the necessary basic skills to perform on the job. A lack of basic educational skills can become critical if not properly addressed. Many youth deficient in basic educational skills are non-traditional students and require occupational awareness and alternatives to the traditional educational system.

There is motivation for both industry and labor to seek solutions to the problems associated with youth education and employment because youth with basic skills will be in great demand in future job markets. There is also a need for collaborative efforts between government, education, labor, and industry in attempting to find viable solutions to the youth unemployment dilemma.

Judy Moore
Topic: "The Involvement Advantages and Problems of Private Industry and Labor as Related to the Youth Employment Support Project"

The vast majority (80 percent) of the labor force find jobs through people they know. Unfortunately, disadvantaged youth have limited access to this "good ol' boy" network. As a result, job prospects for these youth are severely limited. In an attempt to provide disadvantaged youth with employment opportunities, the Youth Employment Support (YES) project of Little Rock, Arkansas, utilizes volunteers, in a supportive capacity, to create an artificial network to assist youth in breaking into the labor market successfully.

The YES volunteers provide supportive services to youth. They come from the industries in which youth are to be placed. They not only help youth obtain jobs, but they also identify needs after the youth are employed to help them maintain their jobs.

To facilitate employer cooperation, all paperwork connected with the hiring of CETA youth is completed by the YES project staff, a practice which helps eliminate resistance from the private sector.

Large private sector employers hire as employees are needed. The timing is not always advantageous for youth. To effectively address this situation, YES deals with smaller employers, thus obtaining a more personable type of atmosphere for the youth to learn and work in. There is not interference from the program with the employers production; youth hired answer to a boss other than YES volunteers. The positions into which youth are hired are entry level with the opportunity for upward mobility.

Susan Gilbert
Topic: "The Effective Involvement of Unions and Private Industry in Designing the Intital Stages of Training Programs for Youth"

Wider Opportunities for Women (WOW) has a variety of non-traditional work programs for women in the labor force. The purpose of these training programs is to qualify women for non-traditional jobs by coordinating activities with a diversity of local agencies. Numerous types of training are provided to help women break into non-traditional professions (e.g., auto mechanics, building trades, skilled technical, etc.).

WOW's programs attempt to utilize the resources of labor and industry extensively. Training simulates a real job situation as much as possible. Upon completion, participants are ready to step into a position for which they are trained.

WOW's approach to training is different from many programs. It trains women for occupations with average hourly earnings between five and seven dollars, quite different from the types of programs women usually enter (e.g., secretarial). It is a method for advancing economically disadvantaged women. It is an attempt to move women into the "good ol' boy" network by using the old boys themselves.

Gene Pfautsch
Topic: "Discussion of the Private Industry Role in Vestibule and Summer Training Programs for Youth"

In an attempt to deal with the youth employment problem, the McDonnell Douglas Corporation operates a Summer Training Employment Program (STEP) for approximately fifty youth. The program began in 1968 to aid inner city disadvantaged youth. Currently, youth from a diversity of backgrounds participate in the program. STEP is a non-funded program sponsored by industry.

STEP is a summer activity which includes ten weeks of training and occupational exploration. Two types of training are provided to youth, skills training in sheet metal and electrical experience, and personal development training in personal hygiene, work habits, and citizenship. As much as possible, business training is provided as long as it is put in the context of a real work situation.

STEP highly encourages its particpants to continue their schooling. As a result, it operates during the summer months only. Training provided attempts to relate school subjects to the work situation. When it began, STEP included only male participants. At present, there is a fairly equitable mix between male and female participants.

Charles Kent
Topic: "The Human Resources Development Institute (HRDI)"

The Human Resources Development Institute (HRDI) is the employment and training arm of the AFL-CIO. Started in 1968, its involvement with employment and training allows HRDI to work with the entire CETA system (e.g., through SYEP, YEDPA, etc.). One of HRDI's primary objectives is the formation of a link between government, industry, and labor in the implementation of CETA and its Private Sector Initiative Program (PSIP).

HRDI is deeply concerned about youth, as is evidenced by its historical involvement with employment and training programs. HRDI provides a variety of services to youth (e.g., placement services, special services to minority youth and women in skilled trades, job enrichment services, outreach, apprenticeship program services, etc.).

HRDI favors a nationwide employment development and placement program. Such a service can be used to refer eligible youth to jobs or to develop a part-time job network for youth. To make such a program effective, organized labor must be involved in the planning of employment and training programs.

Context and Commentary

The discussion among panelists and participants touched upon a variety of issues concerning labor and private industry. Those most heavily stressed included the following:

1. There is a need to identify the major issues involved with youth, labor, and private industry before plausable solutions can be developed and implemented. Too often solutions are provided without prior acknowledgement of what specific problems they are supposed to solve. The identification of major issues can help direct the process of developing workable solutions to youth employment problems.

2. One major issue discussed related to identifying deterrents to the private sector's employment of youth. A variety were brought to light. For example:
   a. lack of jobs.
   b. economic factors (high costs involved).
   c. the age of the youth (the younger they are, the less desirable they look).
   d. lack of basic skills (making pretraining necessary).
   e. lack of adequate credentials.

3. Additional issues identified included:
   a. Who is responsible for youth training? Labor? Industry? Government?
   b. There is a single point entry system open to youth. Additional entry points can be made available by identifying individual skills and properly channeling them into the job network.
   c. Stability of the trainee after program completion is important. Training should not merely attempt to fill job slots.
   d. Transportation, that is, the physical accessability of available jobs, warrants attention. Many central city youth encounter this problem and are prevented from entering the labor force.
   e. Pretraining is necessary before business will take the time to hire youth.
   f. It is important to understand the private sector with respect to:
      i. its view of productivity.
      ii. creaming the most desirable individuals.
      iii. exporting costs to the public sector (e.g., having federal programs provide pretraining).
      iv. substitution of particular unemployed segments with others (i.e., changing names without reducing numbers of unemployed).

4. A critical need was expressed for the creation of additional new jobs. Many jobs have left the country because the cost of labor is less expensive elsewhere.

5. There is a need to assemble the right people on a regular basis to address the problems of youth. These groups should include representatives from government, industry, and labor to properly articulate the specifics of viable programs.

6. Proposed solutions to some of the issues identified included the following:
   a. The educational system must do its job in teaching youth basic skills.
   b. Investing in public works projects can provide training, job experience, and create additional jobs.
   c. A shorter workweek can create more jobs.
   d. Training should be job related.
   e. Job creation for the sake of a job is no longer valid. Employment must match the labor supply with the demand.
   f. Plan production schedules to eliminate unnecessary overtime.
   g. The government should take the lead in investing time and money for training programs in the energy industry.
   h. Proper role images (i.e., someone who cares) are important to youth in training programs

Recommendations

The following recommendations were developed from the presentations and ensuing discussion among panelists and participants present. They are not listed in order of priority.

1. Training programs should be targeted to specific groups, industries, and jobs for which there are employment opportunities in the larger economy.

   Training in occupations lacking demand for skilled labor constitutes wasted effort. This training should concentrate on those groups or segments of the labor force most in need of program services to help them obtain employment opportunities in the larger economy. Coordination of program efforts with industrial skill demand is a useful means in matching training with demand for labor.

   Effective employment training cannot be isolated from the industries and labor unions that will ultimately be involved. A commitment and personal investment from industry and labor is necessary to make training programs worthwhile. The utilization of advisory committees, composed of local union and industry personnel, is a step in the direction of obtaining this commitment. These committees, because of their local orientation, can better articulate objectives so as to avoid both duplication and confusion among various programs. Labor and industrial involvement, through advisory committees, can address local issues with local responses.

   Programs that target on specific groups (e.g., women and minorities) must consider the social expectations of these groups in the design and implementation of programs. Support provided by labor, industry, and local communities can enable these specific groups to obtain and maintain employment in non-traditional areas.

2. The role of unions should include enhancement of job opportunities for youth, while protecting the jobs of its workers, and maintaining standards of job performance.

   Youth constitute the future membership of labor unions. Investment in the future through training and occupational awareness programs can do much in addressing the issue of appropriate job experience. It is not necessary that youth replace existing union labor, for that would produce internal stress for unions. However, it is necessary that youth be prepared to move into available union positions. They can only do so if they have adequate pretraining. The involvement of labor in this pretraining can enhance job opportunities for youth, as well as allow unions to maintain standards of job performance, since union personnel become involved in providing actual job training.

3. New programs and their relationship to existing programs should be completely clear to industrial sponsors, with the assurance that outside interference and paperwork will be held to a minimum.

   A major deterrent to industrial participation in employment and training programs is the time, effort, and expense involved in completing the federal paperwork required for each participant. As long as businesses have this task to perform, involvement of the private sector will remain sketchy at best. It is therefore necessary to remove this burden from employers. Program staff may have to assume responsibility for the necessary paperwork to ensure greater private sector involvement.

   An additional factor in obtaining private sector involvement is the need to clearly explain the program and its objectives to the employer. Clear delineation of employer and program staff roles provides awareness by spelling out exactly what is expected from all concerned parties.

4. Attention should be given to the timing of program activities.

   Employers often hire workers in response to industrial needs, which corresponds to

the supply and demand for goods. These hiring practices may or may not correspond with the completion of training programs. To correlate program completion with industrial hiring, it is necessary to establish working linkages with the private sector to get a feel for when employers will be hiring and what positions they will be hiring for. Training programs will be viewed in a more positive light if, upon completion, participants are able to secure jobs. Accurate timing of training completion and hiring practices is imperative if youth are to achieve any degree of employment stability.

5. Occupational information should be provided to youth at all levels of the educational system.

Occupational awareness is very important in pursuing employment. A significant lack of awareness exists among disadvantaged youth in all areas of the economy (e.g., inner city minorities and rural youth). Disadvantaged youth lack sufficient access to the job awareness network. They lack appropriate role models at home (family), school, and in the work setting. As a result, accessability to worthwhile employment opportunities is severely limited. A career educational approach in the schools can help alleviate this situation by introducing youth to various occupational opportunities at an earlier age. It would provide alternatives that presently are unknown to youth. It would be a step toward giving disadvantaged youth greater equitability in the job market. Occupational information can open doors that have traditionally remained closed to disadvantaged youth.

6. Employment and training programs should address the issue of physical accessability to available jobs.

Many disadvantaged youth (e.g., inner city minorities) lack a suitable means for getting to the place of work. The past two decades have experienced the large scale relocation of major employers away from the nation's central cities. A concomitant rise in the inner city disadvantaged population has resulted in a geographic mismatch between unemployed youth and the world of work. Obtaining and maintaining suitable employment has been, and continues to be, severely hampered because of this physical inacessability. One possible solution to the problem is the development of transportation facilities to take individuals to and from work locations. Making jobs physically accessable presents disadvantaged youth with many new career options in industrial settings that otherwise would remain beyond their grasp.

7. Exemplary programs should be developed for industry and labor to serve as models in a variety of settings.

Industry and labor can benefit from exemplary programs. They can learn what types of programs are successful, where they are successful, and why they work. Exemplary programs can also provide insight into the costs/benefits of different types of training. The necessary program flexibility required to be efficient can also be addressed through these programs. In other words, exemplary programs can provide industry and labor with information on how to implement successful training programs. Awareness of what works best can enhance the future involvement/commitment of labor and private industry in the area of youth employment and training.

Program Evaluation

Description: Evaluation of employment and training programs has generated much discussion with regard to what is being measured, how it is measured, and what additional criteria warrant measurement. Current studies shed valuable light on some basic strengths and weaknesses of program evaluation methods utilized. With the possibility of future funding cuts, program evaluation will play a more important role in determining which programs are retained. This session will focus on the need for reliable evaluation techniques to determine the effectiveness of employment and training programs.

Moderator: David W. Stevens
Professor of Economics
University of Missouri-Columbia
306 Professional Building
Columbia, MO 65211
(314) 882-6707

Panelists: Richard C. Erickson
Chairman, Department of
Practical Arts and Vocational-Technical Education
College of Education
University of Missouri-Columbia
405 General Classroom Bldg.
Columbia, MO 65211
(314) 882-8391

Garth Mangum
Director, Institute for Human Resource Management
College of Business, Room 412
University of Utah
Salt Lake City, UT 84112
(801) 581-6127

David Stallings
Project Consult
Osora & Associates
920 2nd Ave., Suite 511
Seattle, WA 98104
(206) 623-9558

Recorder: Carol Wilson
Vocational Education
University of Missouri-Columbia

Participants present: 30

Overview

Evaluation implies judgment of past performance measured against some established baseline criteria. Effective program evaluation is dependent upon well defined, clear, and measurable objectives. Far too often youth program objectives are of a vague and general nature and complicate the task of reliable and valid evaluation.

In the evaluation of youth programs, the primary goal is determining the improvement of the employability of program participants. As a result, the evaluations of youth programs should have a different focus than those of adult programs. Adult training programs emphasize improved earnings, while the objectives of youth programs are more diverse (e.g., income maintenance, riot insurance, vocational exploration, and easing the school-to-work transition).

Comparison of evaluations for vocational education programs and employment and training programs identifies significant differences between the approaches taken to determine program effectiveness. The following table illustrates the range of differences between evaluations made in the two fields.

	Employment and Training Programs	Vocational Education Programs
Conducted By:	Labor economists and employment and training personnel.	Vocational educators.
Bases:	Complies with federal statutes.	Complies with federal and state statutes.
Primary Focus:	Assess cost/benefit and cost/effectiveness. Monitor for compliance.	Program improvement and to some degree program effectiveness.
Procedures:	On-site visitation to check points of compliance. Analysis of existing client data, and follow-up survey.	Extensive self-study followed by on-site data collection using external evaluation teams.
Results:	Data-based answers to specific research questions usually applied to large segments of the population. Quantitative findings relative to specific questions about program operations.	Rather subjective conclusions regarding identified program components and recommendations for change where warranted.
Recommendations for Future Efforts:	More attention to program processes. Increase the focus on program components that are controllable and relevant to client success. Make recommendations for improvement.	More attention to program products. Increase the focus on cost/benefit and cost/effectiveness.

Vocational education has traditionally leaned toward subjective or qualitative conclusions (e.g., recommendations for change), whereas employment and training programs have been evaluated to yield data based or quantitative answers to specific questions.

The qualitative method of evaluation emphasizes examination of program context as well as the characteristics of program participants and the larger environment. This method is characterized by being inductive, holistic, discovery oriented, and humanistic in its analysis. The quantitative method of evaluation stresses the examination of consequences and causes and is based on the analysis of numerical data. This method is characterized by being deductive, specific, hypothesis oriented, and statistical in its analysis.

Both qualitative and quantitative evaluation methods are applicable to youth programs. Ideally, a combination of the two approaches offers the maximum potential, and quite often effective evaluation requires the use of both methods. In general, when dealing with a program in its early stages, the qualitative approach has the most to offer. Its holistic nature and discovery orientation can be helpful in determining what questions to ask in an evaluation. When what questions to ask and how to ask them has been determined, it is then preferable to use the quantitative approach. Prior knowledge developed from the repeated program justifies the use of the quantitative method. Its specific nature and statistical orientation allow this method to analyze detailed data to evaluate the credibility of a program.

Essentially, evaluation includes asking the questions, "Have I done a good job?" and, "What is the cost?" The evaluation of youth programs is useful only if the information generated is applied to program improvement and the development of a greater mix of services. Only then can the goal of youth program evaluation -- improving the employability of youth -- be realized.

Presentations

David Stallings
Topic: "Qualitative and Quantitative Methods of Program Evaluation"

David Stallings addressed the issue of qualitative and quantitative program evaluation methods and how they differed from one another. Particular emphasis was placed on why qualitative approaches are especially important and useful in evaluating youth employment and training programs.

To maintain credibility an evaluation must be useful at the local level. Two factors that help make an evaluation useful are:

1) Political "buy in" from both decision makers and people who want to use the results and,

2) The focus of the evaluation. It is important to evaluate the issues over which you have jurisdiction

Although the focus of the evaluation is important, of equal significance is the type of approach taken. When one considers the range of strategies available to answer the question of what works and under what circumstances, selection of the optimum approach can be very important. For example, depending on the type of program, it may be advisable to take a discovery approach in evaluation, as opposed to a verification approach. The evaluation strategy used should match the types of questions to be answered.

An alternative approach to find out what works best for youth suggests using the qualitative method to understand program content (characteristics) and the quantitative method to evoke program specifics (causes).

Comparison of Methods

Quantitative	Qualitative
Deductive	Inductive
Specific	Holistic
Hypothesis Oriented	Discovery Oriented
Statistical Analysis	Humanistic Analysis

Both evaluation approaches complement one another. Use of the quantitative approach may result from the narration, observation, and participant interviews used in the qualitative approach. Generally, the qualitative approach offers maximum benefits in dealing with a program in its early stages. However, many youth programs are now operating at the replication level, where the quantitative approach becomes more useful. Utilizing the proposed dual approach to program evaluation is good insurance and frequently youth programs call for both methods.

Richard Erickson
Topic: "Emphasizing Process in the Evaluation of Youth Programs"

Placing greater emphasis on program processes through evaluation techniques was stressed. Dr. Erickson examined the differences between the approaches to vocational education and CETA program evaluation. The following table was presented to provide a comparison between evaluation techniques used for the two types of programs.

	Employment and Training Programs	Vocational Education Programs
Conducted By:	Labor economists and employment and training personnel.	Vocational educators.
Bases:	Complies with federal statutes.	Complies with federal and state statutes.
Primary Focus:	Assess cost/benefit and cost/effectiveness. Monitor for compliance.	Program improvement and to some degree program effectiveness.
Procedures:	On-site visitation to check points of compliance. Analysis of existing client data, and follow-up survey. Quantitative findings relative to specific questions about program operations.	Extensive self-study followed by on-site data collection using external evaluation teams.
Recommendations for Future Efforts:	More attention to program processes. Increase the focus on program components that are controllable and relevant to client success. Make recommendations for improvement.	More attention to program products. Increase the focus on cost/benefit and cost/effectiveness.

Garth Mangun
Topic: "Program Objectives and Types of Evaluation"

Evaluation essentially boils down to asking, "Have I done a good job?" and "What is the cost?" To answer these questions it is necessary to consider the role objectives play in the evaluation of youth programs. Objectives must be well defined and measurable before an effective evaluation can be conducted.

In evaluating youth programs it is necessary to ask if they have accomplished what they set out to do. That is, have the programs met their objectives? Additionally, unexpected benefits (e.g., Did it keep teens off the street? Was it a form of riot insurance? Did it ease the school-to-work transiton? Did it provide vocational exploration? Did it provide income for youth to stay in school?) should be noted for purposes of program justification.

The process evaluation (i.e., how the program is operated) reflects positively or negatively on the results the program realizes (i.e., outcome evaluation). For example, if a program is well run (the process), the outcome evaluation is more likely to be favorable.

Finally, the impact evaluation (i.e., the influence of the program on the society at large) is also a desirable technique. It provides a means for measuring, on a continuum from favorable to unfavorable, the effects (impact) of employment and training programs on the youth population.

Context and Commentary

The ensuing discussion touched upon a variety of factors concerning program evaluation. The following points were given primary attention.

1. Separating evaluation from monitoring is a difficult task. Evaluation implies judgement, whereas monitoring taps into day-to-day activities. Unfortunately, evaluations are often made solely on the basis of monitored information.

2. Product evaluations pose numerous difficulties (e.g., finding students one year later, getting the evaluation instrument completed and returned, and expenses involved in talking to participants and their employers). Vocational education conducts process evaluations because they are easier to handle and it assumes the product is okay if the process is alright. A marriage between product and process evaluations is needed to obtain a comprehensive understanding of why a program is successful.

3. Evaluation of YEDPA programs is often based on employment of the youth one year following program completion. Alternatives to this type of evaluation include looking at short-term measures (e.g., immediate job placement) to make evaluations because objectives evolve through time in a demonstration project. A qualitative (i.e., more process oriented) approach may be more applicable at the outset than the one year follow-up product evaluation.

4. Adult and youth programs warrant different evaluation criteria. It is widely known that this is a problem and that obsolete measures are being used. Change (at DOL) is coming slowly.

5. Problems arise in the development of career goals for youth in training programs. For example:
   a. Some youth do not have goals.
   b. Some change goals frequently.
   c. Goals written down are often those derived by the working staff.
   d. Legislation writers are not aware of disadvantaged youth lifestyles.

Goal setting by individuals establishes a standard by which performance can be measured and evaluated. However, the problems that arise often complicate the evaluation process and adversely affect its reliability.

Recommendations

Based on the panel presentations and participant discussion, the following recommendations were developed from this special interest session. They are not listed in order or priority.

1. Both quantitative and qualitative measures of performance should be adopted in the evaluation of youth programs.

   Using a dual approach to evaluation can provide for a cross verification of results. Programs should be evaluated according to their age: for established programs evaluate the product (quantitative), for new programs look at the components (qualitative). The individual program, and the types of questions to be answered, should dictate the type of approach used to evaluate.

2. Evaluation methods should be selected based on the appropriateness of the goals under investigation.

   Although the age of the program is helpful in selecting the optimum evaluation strategy, establishing appropriate and well defined goals and objectives also has a bearing on the method used. The clearer the program goals, the easier it is to determine the questions to ask and the easier it will be to select the most appropriate evaluation strategy.

3. Criteria from adult programs should not be used to evaluate youth programs.

   Historically, this has been the case. However, it is becoming evident that the purposes of adult and youth programs are quite divergent. It is necessary to recognize the uniqueness of youth programs in the design of management information systems and in the uses for the data derived therein.

4. Program evaluations should include measures that address management issues about which something can potentially be done.

   This recommendation emphasizes the focus of the evaluation. Without a practical focus an evaluation is useless. If measures about which management can do nothing are evaluated, the exercise will fall under its own weight. Evaluation of controllable measures allows management to implement program changes where necessary in providing a better mix of services to clients.

5. Those who control entry to jobs should be more actively involved in designing program evaluation strategies.

   The inclusion of program personnel in the design of the evaluation serves a dual purpose. First, it gives the evaluation the necessary political credibility it requires and second, it makes program operators aware of the evaluation process, which suggests they will be more capable and willing to use results. In the long run, this approach can be viewed as one designed to point out the importance of reliable evaluation techniques, which are often downplayed in the entire process of program implementation. By fostering the joining together of program operators and evaluators in determining how evaluation procedures are applied, clarification of the evaluation process and its purpose(s) can be enhanced. This joint approach can also help to make a clear distinction between the needs of program operators (who seek management guidance) and the needs of the Department of Labor and Congress (who seek policy guidance).

6. Much more attention should be devoted to determining what constitutes the relationship between short term and long-term performance measures.

This pertains to the need for writing down the clearest possible program goals and objectives. It is important to state explicitly what the program is to accomplish in the long run. Then, it is important to look at what short-term measures give information toward the long-term objective(s). Observation of the interrelationships between the program process and its outcomes can help provide insight into the relationship between short and long-term measures.

Open Forum Discussion

Open Forum Discussion

Following the six concurrent special in[illegible]sions on the first day of the Forum, session moderators and recorders, along with membe[illegible]. Forum planning committee, held an evening work session. This evening session produce[illegible]ximately fifteen pages which summarized and developed recommendations for each of the si[illegible]cial interest sessions. Copies of these summaries and recommendations were made available [illegible]ll Forum participants in attendance at the Open Forum Disscussion.

This final session was moderated by Richard A. Ives, Director of Missouri's Division of Manpower Planning. Presentations were given by a panel of individuals who had served as moderators for the six special interest sessions held the preceding afternoon. Each panelist made a brief presentation concerning the summaries and recommendations generated from their special interest session.

For a detailed account of what transpired during each session, the reader is referred to the preceding section in this report.

Appendices

Appendix A: Forum Agenda

Governor's Welcome

Welcome to Missouri and the Governor's National Forum on Youth Employment. One of the greatest challenges facing our nation today is the task of giving our youth the opportunity to participate in useful and satisfying employment. The potential loss of resources to our country, as well as the personal loss of a youth alienated from society is tragic. I am deeply committed to successfully meeting that challenge and preventing this tragedy. I am grateful that all of you share this commitment.

I firmly believe this Forum can help produce major policy recommendations for the future of youth employment programs.

I hope that from this Forum, each of you will gain information to help you improve existing programs and implement new and better ones. The spread of knowledge and ideas among those actively involved in finding solutions to the problems of youth unemployment is one of the most important functions this Forum can have. Only through our combined efforts can we discover effective answers to questions surrounding the issue of youth unemployment.

I want to thank all of you for making this meeting possible. I trust you will find your stay in St. Louis both informative and enjoyable.

Respectfully,

Joseph P. Teasdale

Joseph P. Teasdale
Governor
State of Missouri

Objectives

- To focus awareness and public attention on the structural problems associated with youth in the labor market.
- To explore new youth legislation alternatives for the future.
- To formulate recommended strategies for enhancing the effectiveness of youth programs.
- To share knowledge development and results from successful programs.
- To challenge participants to anticipate the employment needs of young people.
- To help CETA administrators provide better services to participants in youth programs through enhancement of program linkages at all levels.
- To help improve program services through examination of applicable evaluation techniques.
- To provide better understanding of the educational and training components involved in delivery of youth program services.
- To facilitate cooperation between state government and educational institutions in dealing with youth employment problems in Missouri.

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Agenda

Wednesday, May 21, 1980

P.M.

4:00 - 7:00	REGISTRATION AND INFORMATION	*Ballroom Foyer*
7:00	BUFFET DINNER *Meeting for Speakers, Moderators, Recorders and Staff*	*James Eads*

Thursday, May 22, 1980

A.M.

7:30 - 8:45	BREAKFAST *Meeting for Speakers, Moderators, Panelists, Recorders and Staff*	*Boulevard*
8:00 - 9:00	REGISTRATION	*Ballroom Foyer*
9:00 - 9:15	WELCOME Gary O. Passmore, Executive Assistant Office of the Governor, State of Missouri	*Ballroom West*
9:15 - 11:00	OPENING ADDRESS Honorable Joseph P. Teasdale Governor, State of Missouri Ernest Green, Assistant Secretary Employment and Training Administration Department of Labor Michael Bakalis, Deputy Undersecretary Designate Department of Education *Recorder: Olivia Langendoerfer*	
11:00 - 11:15	REFRESHMENT BREAK	*Plaza Foyer*
11:15 - 12:45	KEYNOTE DISCUSSION PANEL Moderator: Joan Wills, Director, Employment and Vocational Training Program, National Governors' Association Panelists: Gene Bottoms, Executive Director, American Vocational Association Janet Rosenberg, Special Assistant to Administrator, Office of Youth Programs Department of Labor William Spring, Associate Director, Domestic Policy Staff, White House *Recorder: John Schell*	*Ballroom West*

P.M.

12:45 - 2:15	LUNCH	*Ballroom Center*
	KEYNOTE SPEAKER Alan Kistler, Director, Department of Organization and Field Services, AFL-CIO *Recorder: Paul Brauchle*	

Thursday, May 22, 1980

P.M.

2:30 - 5:30 CONCURRENT SPECIAL INTEREST SESSIONS

.. brief refreshment break will be held during the concurrent sessions at 3:45 p.m. in the Boulevard Foyer

● Session I: New Youth Legislation — *Robert E. Lee*

Moderator: Robin Barry, Director of Youth Programs, Pierce County, Tacoma, Washington

Panelists: Joan Wills, Director, Employment and Vocational Training Program, National Governors' Association

Joyce Walker, Youth Program Coordinator, Office of Statewide CETA Coordination, Minnesota

Glen Whaley, Director, CETA Project, Council of Chief State School Officers

Recorder: John Schell

● Session II: Employment Security and Youth — *Ulysses S. Grant*

Moderator: Art Besse, PSE Manager, Department of Industry, Labor, and Human Relations, Wisconsin

Panelists: Burton Carlson, Special Assistant to the Administrator, Region VIII, U.S. Department of Labor

Stanley R. Spencer, Assistant Administrator, Employment Service, Wisconsin

Shirley Smith, Employment Counselor, U.S. Department of Labor

Recorder: Rick Orton

● Session III: Rural and Urban Youth — *James Eads*

Moderator: Don Eisinger, Supervisor, Manpower Training, Missouri State Department of Elementary and Secondary Education

Panelists: Everett Edington, Director, Clearinghouse on Rural Education and Small Schools, New Mexico State University

Ulysses Bell, Director of Human Services, National Rural Center

Daryl Hobbs, Director of Rural Development, University of Missouri-Columbia

Robert Nogueira, Director, Vocational Education, Redbank Regional High School District, New Jersey

Jim Morlock, Deputy Director, Mayor's Office of Manpower Resources, Baltimore, Maryland

Recorder: Olivia Langendoerfer

Thursday, May 22, 1980, Concurrent Special Interest Sessions (Continued)
P.M.

2:30 - 5:30

● Session IV: CETA/Education Linkages — *Laclede*

Moderator: Michael J. Dyrenfurth, Associate Professor, Industrial Education, University of Missouri-Columbia

Panelists: Barry Stern, Education/Work Consultant, King Snohomish Manpower Consortium, Seattle, Washington

Ron Bruch, NEA Executive Committee

Elaine Libit, Deputy Director, Wider Opportunities for Women

Greg Druian, Project Coordinator, Northwest Regional Education Laboratory

Recorder: Mary Morgan

● Session V: Labor and Private Industry — *Chouteau*

Moderator: Donald L. Clark, Associate Dean for Research, College of Education, Texas A & M University

Panelists: Paul Barton, Vice President, National Manpower Institute

Judy Moore, Director, Youth Employment Support Project, Arkansas

Susan Gilbert, Director, Wider Opportunities for Women

Gene Pfautsch, Branch Manager - Personnel Training, McDonnell Douglas, labor representative

Charles Kent, Human Resources Development Institute

Recorder: Paul Brauchle

● Session VI: Program Evaluation — *Field*

Moderator: David Stevens, Professor of Economics University of Missouri - Columbia

Panelists: Richard C. Erickson, Chairman, Department of Practical Arts and Vocational-Technical Education, University of Missouri-Columbia

Garth Mangum, Director, Institute for Human Resource Management, College of Business, University of Utah

David Stallings, Project Consultant, Osoro and Associates

Recorder: Carol Wilson

6:30 - 8:00

RECEPTION (Cash Bar) — *Center Ballroom*

Inner City Jazz Orchestra of Kansas City
A Project of Mutual Musicians Foundation operating under a CETA Public Service Employment Grant administered by Urban Affairs Department of the City of Kansas City

8:00

DINNER AND WORKING SESSION — *James Eads*
(for Moderators and Recorders)
Preparation of summaries and recommendations

Friday, May 23, 1980

A.M.

7:00 - 7:45	CONTINENTAL BREAKFAST	*Center Ballroom*
8:00 - 10:00	OPEN FORUM DISCUSSION	*Ballroom West*

Presentation of Issues and Recommendations from Thursday Special Interest Sessions to generate a concensus of priority concerns

Moderator: Richard A. Ives, Director, Missouri Division of Manpower Planning

Panelists: Special Interest Session Moderators

Recorder: Mary Morgan

10:15 - 11:30	BRUNCH	*Center Ballroom*

Final Summation and Address

Richard A. Ives

Recorder: Carol Wilson

11:30 CONFERENCE ENDS

Appendix B: Forum Participants

ROSTER OF PARTICIPANTS
GOVERNOR'S NATIONAL FORUM ON YOUTH EMPLOYMENT
MAY 22-23, 1980
ST. LOUIS, MISSOURI

Tom Abell
P. O. Box 348
Warrensburg, MO 64093

Mary L. Abeln
707 N. 8th St.
Columbia, MO 65201

Elaine M. Aber
407 Jefferson St.
Jefferson City, MO 65101

Robert J. Alexander
400 N. Capitol St. NW
Washington, DC 20001

Debbie Allman
2008 Sergeant
Joplin, MO 64801

Wendell L. Allmon
5101 McRee
St. Louis, MO 63132

Peggy S. Ammons
4629 NE Winn Road
Kansas City, MO 64117

Ray Anderson
905 N Wade
Mexico, MO 65265

Jim Atteberry
108 Maplewood
Columbia, MO 65211

Alan Aubuchon
P. O. Box 59
Jefferson City, MO 65101

Charlotte A. Baclesse
Governor's Office/Capitol
Jefferson City, MO 65102

Chester R. Badger
1600 E. Elm St.
Harrisonville, MO 64701

Ann Bannes
2600 Hadley
St. Louis, MO 63106

Ann Barnard
3400 Pershall Road
St. Louis, MO 63135

Marcia Barnett
299 E. Commercial
Springfield, MO 65803

Barbara Battle
3422 Pine Grove
St. Louis, MO 63121

Joseph H. Beasley
226 E. Dunklin
Jefferson City, MO 65101

Carl Bender
UMC
Columbia, MO 65211

David Bell
313 Elizabeth St.
Corder, MO 64021

Joy K. Bennett
3003 E. Trafficway
Springfield, MO 65802

Beverly Bertolone
Belton High School
Belton, MO 64012

Pat Bishop
3694 W. Pine Blvd.
St. Louis, MO 63108

Joanne Bonewits
4717 Grand
Kansas City, MO 64112

Ruby L. Bonner
3701 Lindell
St. Louis, MO 63178

Diane M. Booth
412 E. Ash St.
Columbia, MO 65201

Gail Booth
226 E. Dunklin
Jefferson City, MO 65102

Gary L. Bowman
550 Cedar St.
St. Paul, MN 55101

Harold Brannan
2340 E. Linwood
Kansas City, MO 64109

Richard J. Broaders
15875 Newhlls Ferry Road
Hazelwood, MO 63031

G. Alton Brown
1302 Faraon St.
St. Joseph, MO 64501

Jerry Brown
Rt. 6
Jefferson City, MO 65101

Joyce M. Brown
Broadway Bldg., 2nd floor
Jefferson City, MO 65101

Karen Buckman
Linn Technical College
Linn, MO 65051

Dennis Buhr
12110 Clayton Road
St. Louis, MO 63131

Leon Burke
12110 Clayton Road
St. Louis, MO 63131

Hari Campbell
724 N. Union Blvd.
St. Louis, MO 63108

Jim S. Carpenter
1000 Ranch Road
Connersville, IN 47331

Jacqueline Carter
100 E. Capitol Avenue
Jefferson City, MO 65105

Gail Chatfield
1401 Hampton
St. Louis, MO 63144

Earl Chattier
2016 S. Big Bend
Kirkwood, MO 63122

Jeannette P. Christian
2204 Monument Avenue
Richmond, VA 23220

Jerry Christian
UMC
Columbia, MO 65211

John H. Clark
2319 Hampton Avenue
St. Louis, MO 63139

Sarah F. Clay
3003 E. Trafficway
Springfield, MO 65802

George J. Clough, Jr.
1368 Greentree Lane
St. Louis, MO 63122

Patricia Cochren
6801 Delmar
University City, MO 63180

Kenneth L. Coleman
5621 Delmar
St. Louis, MO 63112

Martha Cook
UMC
Columbia, MO 65211

Michael Couty
P. O. Box 447
Jefferson City, MO 65102

Robert A. Crouch, Jr.
621 E. Capitol
Jefferson City, MO 65101

Daisy Cunningham
902 Clayton
Columbia, MO 65201

Matt Dalton
143 N. Meridian St., #614
Indianapolis, IN 46204

Richard M. Dangos
421 E. Dunklin
Jefferson City, MO 65101

Frank O. Dayton
1915 Southridge Plaza
Jefferson City, MO 65101

Joseph O. DeCota
1924 Van Brunt
Kansas City, MO 64127

Ronald Dee
1414 Evergreen
Wellston, MO 63133

David J. DePinto
Labor and Industry Bldg.
Trenton, NJ 08625

Jeff Devereaux
Broadway State Office Bldg.
Jefferson City, MO 65102

Elister H. Dewberry
1211 McGee St.
Kansas City, MO 64106

Robert DeZonia
201 E. Washington Avenue
Madison, WI 53702

Larry Dickerson
310 Tiger Lane
Columbia, MO 65201

Chet Dixon
299 E. Commercial
Springfield, MO 65807

Paul Dow
P. O. Box I
Republic, MO 65738

William S. Dunlap
UMC
Columbia, MO 65211

Lenny Eagleman
710 Main St.
West Plains, MO 65775

Kenneth R. Ehemann
P. O. Box 928
Russellville, AR 72801

Jessie Ewett
111 W[illegible]legraph/Capitol
Carson City, NV 89710

Anthony Ennis
414 E. 12th St., 4th floor
Kansas City, MO 64106

Henry Esposito
1005 Cherry St.
Columbia, MO 65201

Anita Fanning
724 N. Union Blvd.
St. Louis, MO 63108

Rhonda Faris
1900 Clarendon Road
Sedalia, MO 65301

Paul Farley
226 E. Dunklin
Jefferson City, MO 65102

Marvin Fielding
1900 Clarendon Road
Sedalia, MO 65301

John W. Finklang
1839 Hogan St.
St. Louis, MO 63106

Mrs. Sip Frasier
P. O. Box 447
Jefferson City, MO 65102

Marvin Freeman
115 Millbridge Ct.
St. Charles, MO 63301

Donald R. Full
100 N. First St.
Springfield, IL 62777

George Fuller
UMC
Columbia, MO 65211

Vernell E. Fuller
State Capitol Bldg.
Jefferson City, MO 65102

Jack Fyke
P. O. Box 38
Flora, IL 62839

Frank S. Galeotos
821 W. Pershing
Cheyenne, WY 82002

Glen J. Gash
4645 Gravois
St. Louis, MO 63116

Charlotte Gentry
2001 Messanie
St. Joseph, MO 64507

Judith A. Geoghegan
421 E. Dunklin
Jefferson City MO 65104

Arlys Gessner
[illegible] W. Gifflin
Madison, WI 53703

Mick Gilliam
710 E. Main, Box 588
West Plains, MO 65775

Marie E. Gladbach
P. O. Box 630
Jefferson City, MO 65102

Susan B. Goldhamer
11 S. 12th St., Box 1314
Richmond, VA 23210

Jerry Gooch
P. O. Box 124
Ellsinore, MO 63937

Deborah Goodman
911 Walnut St.
Kansas City, MO 64106

Virgil Grandberry
2016 S. Big Bend
Kirkwood, MO 63122

Danny Green
226 E. Dunklin
Jefferson City, MO 65102

Mozel Griner
501 Pulliam St. SW, Rm. 150
Atlanta, GA 30312

James H. Grogan
15955 New Halls Ferry
Florissant, MO 63031

Rick Guantone
4203 S. Providence Road
Columbia, MO 65201

H. Randolph Halsey
Lincoln University
Jefferson City, MO 65101

Ed Hankins
120 E. 10th St.
Topeka, KS 66612

Philip L. Harman
353 S. Lafayette, Box 398
Marshall, MO 65340

LeRoy W. Harris, Jr.
2016 S. Big Bend
Kirkwood, MO 63122

Kelly Hefner
Mountain Grove, MO 65711

Beth Henderson
4901 Gateway NW, Rm. 16
Kansas City, MO 64151

Fleurette Henderson
724 N. Union Blvd.
St. Louis, MO 63108

Gordon Henderson
5621 Delmar
St. Louis, MO 63112

Joe Herron
226 E. Dunklin
Jefferson City, MO 65102

Nila Hibdon
3201 Southwest Trafficway
Kansas City, MO 64111

Charles R. Hill
5801 Wilson Avenue
St. Louis, MO 63110

Melody Heoppner
Belton High School
Belton, MO 64012

Douglas Hoyle
1162 S. Brunswick
Marshall, MO 65340

Doyle Hughes
8619 La Grange St.
Lorton, VA 22079

Richard Ives
226 E. Dunklin
Jefferson City, MO 65102

Kathleen Jackson
2237 S. Kingshighway
St. Louis, MO

Ken Jacob
707 N. 8th St.
Columbia, MO 65201

Jody James
710 E. Main
West Plains, MO 65775

Susan C. Jenkins
Capitol Bldg., Rm. 129
Jefferson City, MO 65101

J.L. Jennings
P. O. Box 125
Appleton City, MO 64724

Earlene Jernigan
3675 Noland Road, Suite 100
Independence, MO 64055

Jay S. Johnston
1502 S. Big Bend
St. Louis, MO 63117

Ward K. Kaminsky
12110 Clayton Road
Town and Country, MO 63131

Maggie Keely
3939 Industrial Drive
St. Ann, MO 63074

Carol A. Kelz
313 Elizabeth St.
Corder, MO 64021

Charles R. Kent
6301 Rockhill Road
Kansas City, MO 64131

Pamela A. King
150 W. Market St.
Indianapolis, IN 46229

Mary Alice Krakos
910 S. Michigan, Rm. 1127
Chicago, IL 60605

Michael Kramer
402 Dix Road
Jefferson City, MO 65102

Phil Krueger
299 E. Commercial
Springfield, MO 65807

John Kurusz
1839 Hogan St.
St. Louis, MO 63106

Gary Lane
501 Pulliam St. SW, Rm. 150
Atlanta, GA 30312

Sharon Laramie
2600 Hadley
St. Louis, MO 63106

Bill LaRue
226 E. Dunklin
Jefferson City, MO 65102

Don Laughney
8131 Manchester
St. Louis, MO 63144

Brenda LeGrand
4110 Fairground
St. Louis, MO 63107

W.D. Leip
3238 Marshall Avenue
St. John, MO 63114

Kathy Lewis
555 S. Brentwood Blvd.
Clayton, MO 63105

Anthony L. Liebig
204A W. Main St.
Bowling Green, MO 63334

Barbara Liebmann
555 S. Brentwood Blvd.
Clayton, MO 63105

T. Michael Lillis
1411 Main
Kansas City, MO 64105

Stephen Litke
Highland Avenue
Beacon Falls, CT 06403

Mary A. Lower
200 Austin
Columbia, MO 65201

Myrna MacDonald
111 W. Telegraph/Capitol
Carson City, NV 89710

Regina Macy
2008 Sergeant
Joplin, MO 64801

Melrena Magee
103 N. Main
Independence, MO 64050

Ed Majors
Dept. of Education
Melbourne, AR 72556

Elaine Malcolm
Box 397
Malden, MO 63863

Donna Melton
207 W. Missouri Avenue
St. Joseph, MO 64504

Linda G. Miller
6301 Rockhill Road
Kansas City, MO 64131

Ruth Miller
2016 S. Big Bend
St. Louis, MO 63117

Sherrie Monaghan
2001 Messanie
St. Joseph, MO 64507

Lawson B. Montgomery
2002 Missouri Blvd.
Jefferson City, MO 65101

Marcia Cline Morelan
706 Chestnut #210
St. Louis, MO 63101

Paulette M. Morey
708 Jackson St.
Topeka, KS 66603

Chauncey D. Moten
3201 Southwest Trafficway
Kansas City, MO 64111

Steve Mrvichin
116 W. Jones St.
Raleigh, NC 27611

Lewis E. Mueller
1839 Hogan St.
St. Louis, MO 63106

Gregory Muenster
12110 Clayton Road
St. Louis, MO 63131

Michael A. Mullett
143 N. Meridian St., Suite 614
Indianapolis, IN 46204

Jack McBride
226 E. Dunklin
Jefferson City, MO 65102

Sonja McDaniels
501 Pulliam St. SW, Rm. 150
Atlanta, GA 30312

Matthew A. McGrath
35 N. Florissant Road
St. Louis, MO 63135

Mary R McQuigg
100 N. First St.
Springfield, IL 62777

Edward J. McShane, Jr.
29 E. 68th St.
Kansas City, MO 64113

Daniel J. McVey
208 Madison St.
Jefferson City, MO 65101

Cecilia A. Nadal
724 N. Union Blvd.
St. Louis, MO 63130

Maureen Neusel
2237 S. Kingshighway
St. Louis, MO

Lynn New
6301 Rockhill Road
Kansas City, MO 64131

Keith Noble
299 E. Commercial
Springfield, MO 65807

George W. Norman, Jr.
402 Dix Road
Jefferson City, MO 65101

Greg Nosovitch
226 E. Dunklin
Jefferson City, MO 65102

Karen O'Brien
150 W. Market
Indianapolis, IN 46204

Kathleen M. O'Donnell
1727 Locust
St. Louis, MO 63103

Walter Olmstead
207 E. 10th Court, Box 517
Trenton, MO 64683

Joy Lynn Osbourn
205 W. Dover, box 37
Monroe City, MO 63456

John Oweng
555 S. Brentwood Blvd.
Clayton, MO 63105

Garland Pack
724 N. Union Blvd.
St. Louis, MO 63108

Wilma Partee
P. O. Box 180
Jefferson City, MO 65101

N.W. Patterson
Central Mo. State University
Warrensburg, MO 64093

Dennis Pelsma
UMC
Columbia, MO 65201

John Pendleton
737 Manchester Road
Ballwin, MO 63017

Travis Pennington
Vo-Tech Circle
Malvern, AR 72104

Bob Petrich
UMC
Columbia, MO 65211

Walter L. Petro
6701 St. Charles Rock Road
St. Louis, MO 63133

Gregory Petty
UMC
Columbia, MO 65211

Cathy Pfeiffer
Linn Technical College
Linn, Missouri 65051

Jo Ann Phillips
1320 Market St.
St. Louis, MO 63103

Ralph Pickering
Box 545
Jefferson City, MO 65102

Griff D. Pitts
900 Normal Avenue
Cape Girardeau, MO 63701

Stephen J. Povinelli
P. O. Box 438
Boonville, MO 65233

Willmar Powell
3800 Lindell
St. Louis, MO 63108

Gloria Pritchard
5909 Cates, Apt. 2E
St. Louis, MO 63112

Patricia L. Ragsdale
2122 Hereford St.
St. Louis, MO 63110

Robert D. Rains
210 N. 12th Blvd., Rm. 547
St. Louis, MO 63101

Kay Raithel
830 E. High St.
Jefferson City, MO 65101

Clinton T. Ramsey
2 Stonecrest
St. Joseph, MO 64506

William K. Ray
407 S. 6th St.
Columbia, MO 65201

Alfred A. Redding
205 Old Main
Chalreston, IL 61920

Jobe C. Reid
3414 We Avenue
St. Ann, MO 63074

Mary Reid
226 E. Dunklin
Jefferson City, MO 65102

Nancy Riddell
Belton High School
Belton, MO 64012

Ernest Roberts
710 E. Main
West Plains, MO 65775

Barbara Robinson
P. O. Box 125
Appleton City, MO 64724

Melvin Rogers
621 Capitol Avenue
Jefferson City, MO 65101

Yolande Rogers
3701 Lindell
St. Louis, MO 63178

Pam Sayers
P. O. Box I
Republic, MO 65738

Phil Schaefer
606 Pannell St.
Columbia, MO 65201

Robert J. Schnieders
105 Main
Sweet Springs, MO 65351

R.E. Schultz
313 Elizabeth St.
Corder, MO 64021

Kathy Shaffer
UMC
Columbia, MO 65211

O.L. Shelton
724 N. Union Blvd
St. Louis, MO 63108

Michael Sherraden
8106 Teasdale
University City, MO 63130

Ed J. Siegmund
19a N. Main
Perryville, MO 63775

John J. Slama
103 N. Main
Independence, MO 64050

Marva Small
1800 St. Julian Place
Columbia, SC 29204

Cynthia Smith
2340 E. Linwood
Kansas City, MO 64109

Peggy Smith
555 S. Brentwood Blvd.
Clayton, MO 63105

Wiley C. Smith
4144 Lindell Blvd.
St. Louis, MO 63108

Wayman M. Snead
1411 Main St.
Kansas City, MO 64105

Jane C. Snyder
Finance Building, Rm. 510
Harrisburg, PA 17105

William C. Sparks
369 N. Woods Mill Road
Chesterfield, MO 63017

Patricia Sperry
830 E. High
Jefferson City, MO 65102

Joseph Stegall
555 S. Brentwood Blvd.
Clayton, MO 63105

Phyllis Stevens
4049 Pennsylvania
Kansas City, MO 64111

Jewel H. Stewart
600 Monroe
Jefferson City, MO 65101

Mary Beth Strode
226 E. Dunklin
Jefferson City, MO 65102

Willie Summerville
5621 Delmar
St. Louis, MO 63112

Allen Tacker
507 W. Ash
Columbia, MO 65201

Lonnie Taylor
P. O. Box 47
Poplar Bluff, MO 63901

Robert Taylor
4695 Paseo
Kansas City, MO 64112

Lisa Terry
555 S. Brentwood Blvd.
Clayton, MO 63105

Patricia Thomas
#1 Westburg Plaza
St. Charles, MO 63301

Sarah Cook Thompson
Will Rogers Memorial Off. Bldg.
Oklahoma City, OK 73105

Vince Tipp
606 Pannell St.
Columbia, MO 65201

James Toles
3800 Lindell
St. Louis, MO 63108

Ronald S. Torner
3103 Swope Parkway
Kansas City, MO 64130

Mary Toy
226 E. Dunklin
Jefferson City, MO 65102

Betty Trimble
815 Main St.
Trenton, MO 64683

Virginia Tune
P. O. Box 94600
Lincoln, NE 68509

Bettye Turner
1321 Clark
St. Louis, MO 63103

Arthur H. Turner
61 N. Clark
Cape Girardeau, MO 63701

Carol A. Unger
P. O. Box 299
St. Louis, MO 63166

Thomas J. Valley
10 Broadway
St. Louis, MO 63102

Roberta Vanover
500 E. Capitol
Springfield, IL 62701

Bob Verboon
Archford Ed. Bldg.
Little Rock, AR 72201

Annie Wallace
3428 Franklin
St. Louis, MO 63106

Louis E. Warner, Jr.
1215 E. Truman Road
Kansas City, MO 64106

Dianna Weaver
710 E. Main
West Plains, MO 65775

Philip D. Weiser
30 E. Broad St.
Columbus, OH 43215

Harold Welch
Broadway State Office Bldg.
Jefferson City, MO 65102

John Werner
1839 Hogan St.
St. Louis, MO 63106

Lynda L. West
906 Again
Columbia, MO 65201

Patrice Wheelan
204A Main St.
Bowling Green, MO 63334

June V. White
' W. Armour, Ste. 311
Kansas City, MO 64110

Irvin Whitehead
226 E. Dunklin
Jefferson City, MO 65102

Eugene Wiegman
212 Maple Park
Olympia, WA 98504

Jocelyn Wilkins
1410 S. Tucker
St. Louis, MO 63104

Gary Wilkinson
207 W. Missouri Avenue
St. Joseph, MO 64504

Kris Williams
4901 NW Gateway, Rm. 16
Kansas City, MO 64151

Ricky Williams
4601 Madison Avenue
Kansas City, MO 64128

John C. Wilson, Jr.
1207 Grand, Suite 300
Kansas City, MO 64106

R.E. Wolfe
Tri-City Construction
Kansas City, MO

John D. Wood
1900 Clarendon Road
Sedalia, MO 65301

Helene Worthington
606 Pannell St.
Columbia, MO 65201

Bill Young
369 N. Woods Mill
Chesterfield, MO 63017

William Zaslow
851½ Boonville
Springfield, MO 65802

Appendix C: Missouri Youth and CETA : A Diversity of Needs and Programs

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Geo-Economic Profile

Geo-Economic Profile

The State of Missouri exhibits a diversity of geographic, economic, and social areas. The nature of this diversity suggests that varied employment and training programs are required to meet the needs of youth located in different regions. Understanding the inherent differences of each region can facilitate more effective decision-making with regard to the future implementation of CETA youth employment and training programs.

Geographically and economically, the state can be divided into six areas: 1) the St. Louis SMSA (Standard Metropolitan Statistical Area), 2) the Kansas City SMSA, 3) Northern Missouri with one SMSA, 4) the Southwestern quarter with one SMSA, 5) Central Missouri with one SMSA, and 6) the Southeastern region (see Map 1).[2] The following brief overview of each area should provide sufficient awareness of the state's diversity.

St. Louis SMSA

The St. Louis SMSA is located on the eastern border of the state. Due to its large metropolitan orientation, it is composed of four Missouri counties (St. Louis, Jefferson, St. Charles, and Franklin) and four Illinois counties (Madison, Monroe, Clinton, and St. Clair). The area is linked to the rest of the nation through an extensive railroad network, major U.S. highways, ten airlines, and river freight via the Missouri and Mississippi Rivers. Approximately eighty-five percent of the area's employment is within the four county Missouri portion of the SMSA.

Numerous industries are located in the area with no one dominating. Manufacturing is well represented with products such as railroad cars, automobiles, electrical equipment, aircraft, food, beverages, and wood. Additionally, wholesale, retail, and service industries serve the needs of businesses and consumers in and around the area.

With the variety of business operations available, numerous occupational/employment skills are required. Although commuting into and within the area is common, the labor market is primarily composed of the area within the borders of the SMSA.

Kansas City SMSA

The Kansas City SMSA is located on the western border of the state and constitutes five Missouri counties (Jackson, Clay, Platte, Ray, and Cass) and two counties in adjoining Kansas (Johnson and Wyandotte). Kansas City proper is the heart of the area.

Similar to the St. Louis SMSA, numerous types of manufacturing, wholesale, retail, financial, and service industries are represented in the economic makeup of the area. Heavy manufacturing is well represented in the Kansas City SMSA. In addition, banking institutions, insurance companies, and federal government regional headquarters are located here. Available transportation facilities include: trucking (one of the nation's two ten centers), two large airports served by eight major airlines, eleven railroad lines, and twenty-two loading docks located on the Missouri River.

A large and diverse labor force is drawn from the immediate and surrounding area to staff industrial plants. Although commuting from within a thirty-mile radius of the SMSA border is common, approximately sixty-five percent of the employment is in the Missouri portion of the SMSA.

Northern Missouri

St. Joseph, the largest city in northern Missouri, is located in the northwestern portion of the state, adjacent to the Kansas City SMSA. It is the center of activity for the two-county (Buchanan and Andrew) SMSA. The area is served by five railroad lines, four highways, and water transportation on the Missouri River.

During the 1970s, total employment remained relatively stable in the St. Joseph area. Service industry employment has been growing to serve an expanding population. While manufacturing has been on the decline, light manufacturing still dominates the area. Large numbers from the St. Joseph SMSA commute to jobs in the Kansas City SMSA to the south.

Several medium and many small size towns dot the remainder of northern Missouri (i.e., the area approximating the upper one-third of the state). The primary economic activity of the area is agriculture, with limited light manufacturing firms producing goods such as: food, fertilizer, agricultural chemicals, and apparel. Some of the largest producers of refractory products are located in the region's medium sized towns.

Southwestern Missouri

This area comprises the southwestern quarter of the state. One SMSA (Springfield) is located in southwestern Missouri. The Springfield SMSA (consisting of Greene and Christian counties) is a trade center for a large part of the area. In addition, light manufacturing and recreation comprise a large portion of the area's economic activity. Springfield has four colleges, two major highways, and two railroad lines serving the area. The SMSA's labor force is drawn primarily from within its borders; however, some commuting from surrounding areas does occur.

The towns of Joplin, Carthage, and Neosho are located in the extreme southwestern corner of the area. Considerable manufacturing is present in these towns, which draw their needed labor force from the bordering areas of Kansas and Oklahoma, as well as the immediate area. The three towns constitute the educational, recreational, and trade centers for the three-state border area.

Southeastern Missouri

This region constitutes the southeastern quarter of the state and contains no SMSAs. It consists of two distinctly different economic and geographic areas. The Bootheel area (the extreme southeastern sector) contains very rich farmlands and has primarily an agricultural economy. In contrast, the remainder of the region is a rugged, heavily forested area with mining, light manufacturing and limited farming.

Mining operations produce lead, iron, zinc, and other minerals. The area is becoming one of the world's leading mining districts. Manufacturing firms are located primarily in or near towns and dominate these town's labor markets. Fort Leonard Wood, one of the nation's largest army posts, supports a major portion of nonagricultural employment in the area's northwestern sector and draws its needed labor force from nearby areas.

Central Missouri

As its name implies, this region constitutes the central section of the state and contains one SMSA (Columbia). Columbia, Jefferson City, and Fulton are the economic centers of the region and are closely tied to one another. Government, service, and trade industries dominate the area's economies. Columbia is best known for the University of Missouri and its two private colleges. In addition, it is a leading medical and trade center. Fulton contains two private colleges, limited manufacturing, and a state mental hospital. Jefferson City is the State Capital and the home of Lincoln University. A large portion of the area's manufacturing firms are located there, along with a state penitentiary and two outlying prison farms.

The Lake of the Ozarks area is located in the southern part of the region. The lake was formed in 1931 by the construction of Bagnell Dam and is the largest water impoundment in the state with 1,375 miles of shoreline. The area around Lake Ozark has developed into one of the nation's major recreational areas. There are currently over 300 lakeside resorts, hotels and motels. From 1966 to 1976, private construction expenditures have been estimated at nearly six million dollars annually.

Farming is the primary economic activity in remaining parts of central Missouri. Four highways, an intercity airport, four railroad lines, and water freight on the Missouri River provide transportation facilities for the area. A great deal of commuting occurs between the Columbia-Jefferson City-Fulton areas and from surrounding areas.

The foregoing discussion has implications for youth employment within the state of Missouri. The variety of economic activites throughout the state suggest that tailoring employment and training programs to local economic and social conditions is necessary to successfully meet the needs of Missouri's younger population. Categorically similar youth programs, applied in an across-the-board fashion, are not effective because they fail to recognize important regional differences. Developing realistic employment and training programs for up-and-coming youth requires an understanding of Missouri's varied economic, geographic, and social contexts.

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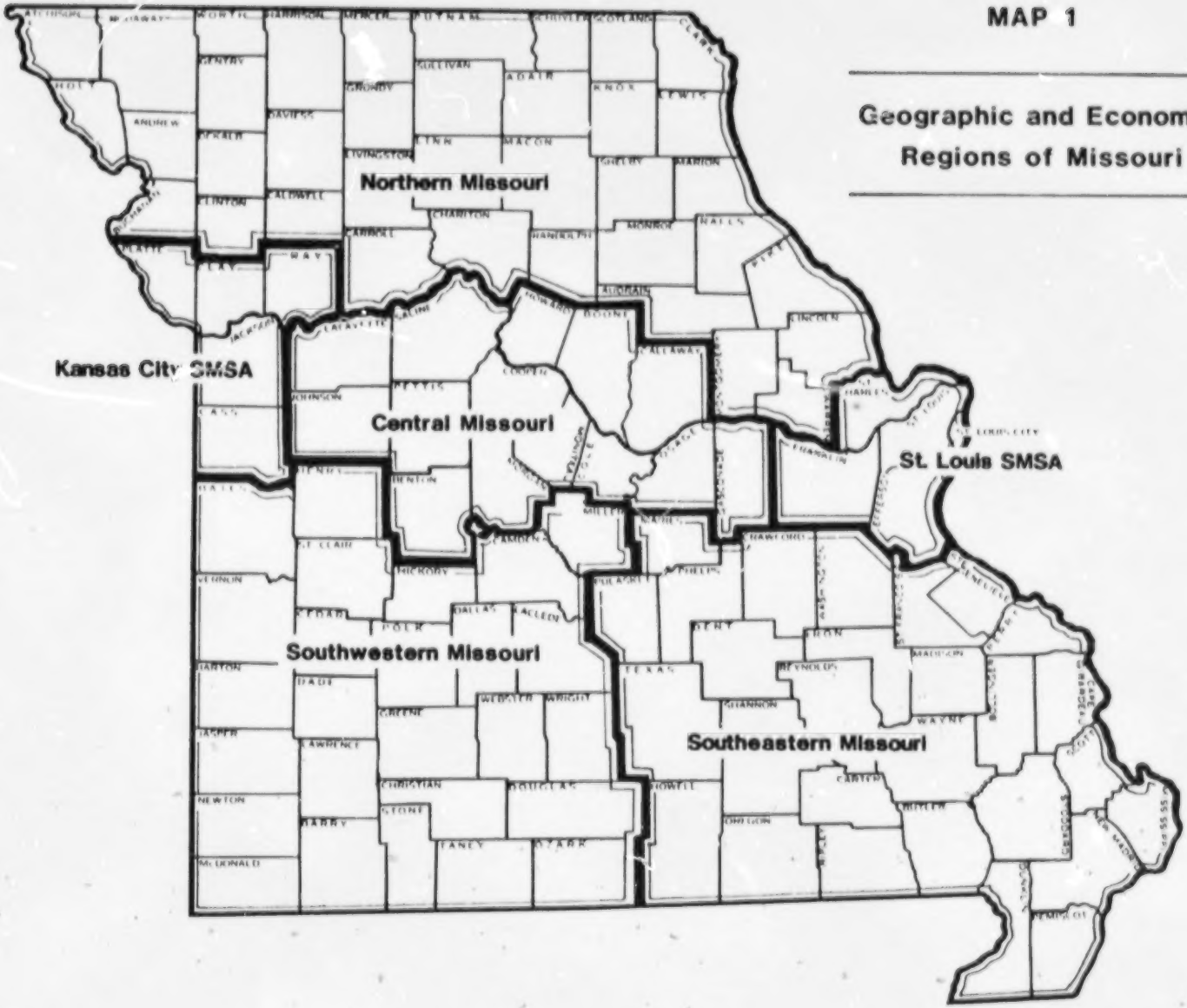
MAP 1

Geographic and Economic Regions of Missouri



Missouri Youth Employment Perspectives

Missouri Youth Employment Perspectives

Nationally, Missouri is among the third of the states which have the lowest rates of unemployment. In November, 1979, Missouri's unemployment rate was 4.6 percent of its total labor force of 2.25 million.[6] Although the state fares quite favorably in comparison with other states, this does not preclude the fact that Missouri has problems with youth unemployment. The 1979 unemployment rate for the state's teenage population was 14.6 percent (over three times the state's average). However, this figure is only an average. It does not reflect the employment problems encountered by rural and urban, male and female, or white and non-white teenagers. In analyzing the differences of youth unemployment, it is evident that some regions of Missouri are worse off than others. This suggests the need for an in depth review of the specific problems associated with local areas prior to allocation of funds for youth employment and training programs in those areas.

Youth unemployment may be the most difficult and persistent problem faced by CETA planners. The estimated youth labor force in Missouri is 565,733 for Fiscal Year 1979, a decrease of nearly 27,167 from the Fiscal Year 1978 estimate. The average monthly unemployment among youth 16 to 24 is projected to be 50,892; this represents a decline of approximately 3,000 from the Fiscal Year 1978 figures. However, in spite of the decline in numbers of unemployed youth, the unemployment rate has not decreased during 1979.

Among age subgroups of the youth population, the unemployment rates for Fiscal Year 1979 vary significantly. The 16 to 17 year group has a labor force of nearly 97,000 and an average monthly unemployment of 13,400; the unemployment rate for this age group is 13.8 percent. The rate among 18 to 19 year olds is 9.6 percent with a labor force of 131,621 and an average unemployment of 12,591. The lowest unemployment rate is among the 20 to 24 age group with a rate of 7.3 percent. This group has the largest labor force, with slightly over 336,828 and an average unemployment of 24,906.

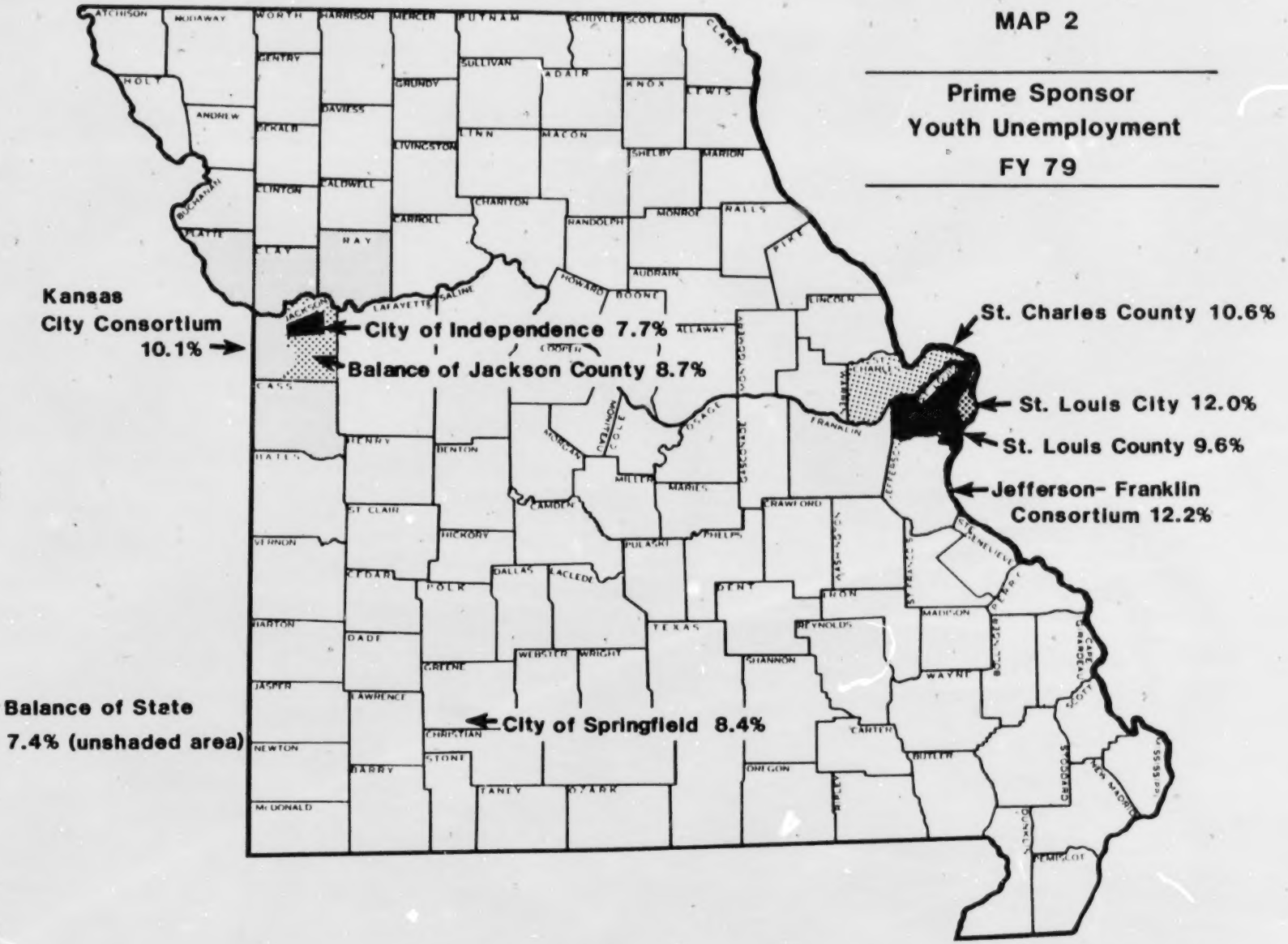
As with the age subgroups, there is a significant variation in rates and numbers of youth unemployed in nine CETA prime sponsor areas. For example, the highest unemployment rate is among the 16 to 17 age group in the Jefferson-Franklin Consortium (16.8 percent). The lowest rate is 5.7 percent among 20 to 24 year olds in Springfield. The Jefferson-Franklin Consortium has the highest rate among all age groups (12.2) and the Balance of State has the lowest (7.4). Besides Balance of State, the largest number of unemployed youth are located in St. Louis County (10,023). The following table gives the labor force, unemployment and unemployment rates among the different age subgroups of each prime sponsor in the state and Map 2 shows the geographic distribution of unemployment in the state among youth.

Table 1

Missouri Youth Unemployment, FY79

by Prime Sponsor
Labor Force, Unemployment, Rate

PRIME SPONSOR AREA	AGE GROUP 16-17	AGE GROUP 18-19	AGE GROUP 20-24	TOTAL
St. Louis City	9,054	12,883	37,767	59,704
	1,508	1,636	4,046	7,190
	16.7	12.7	10.7	12.0
St. Louis County	20,384	23,223	60,921	104,528
	3,210	2,452	4,361	10,023
	15.7	10.6	7.2	9.6
St. Charles County	3,551	2,762	7,001	13,314
	515	269	633	1,417
	14.5	9.7	9.0	10.6
Jefferson/Franklin Consortium	4,715	5,214	11,304	21,233
	790	654	1,148	2,592
	16.8	12.5	10.2	12.2
Kansas City Consortium	13,438	19,614	45,489	78,541
	2,235	2,146	3,556	7,937
	16.6	10.9	7.8	10.1
City of Independence	2,377	3,393	7,483	13,553
	271	281	497	1,049
	11.4	8.3	6.6	7.7
Balance of Jackson County	2,965	4,292	9,763	17,020
	426	403	655	1,484
	14.4	9.4	6.7	8.7
City of Springfield	3,000	3,740	12,400	19,140
	440	450	710	1,600
	14.7	12.0	5.7	8.4
Balance of State	37,500	56,500	144,700	238,700
	4,000	4,300	9,300	17,600
	10.7	7.6	6.4	7.4
TOTAL	96,984	131,621	336,828	565,733
	13,395	12,591	24,906	50,897
	13.8	9.6	7.3	9.0



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Teenage unemployment for Missouri's nine CETA prime sponsors ranged from 7.6 percent to 16.8 percent in 1979 (Table 2). Similar to national trends, there is a decrease with age in every area. This decreasing trend continues for the 20 to 24 age group also.

Table 2

Missouri Teenage Unemployment Rates by CETA Prime Sponsor
1979 (Percents)

CETA Prime Sponsor	Age Groups	
	16 to 17	18 to 19
St. Louis City	16.7	12.7
St. Louis County	15.7	10.6
St. Charles County	14.5	9.7
Jefferson/Franklin	16.8	12.5
Kansas City	16.6	10.9
Independence	11.4	8.3
Balance of Jackson County	14.4	9.4
Springfield	14.7	12.0
Balance of State	10.7	7.6

Although the information in Table 2 provides a clearer picture of Missouri's problem areas (i.e., primarily the large metropolitan areas), it does not accurately reflect the real problem groups. Table 3 provides a comparison of youth unemployment rates by age, sex, and racial affiliation for the St. Louis City, St. Louis County, Kansas City, and Balance of State prime sponsors. It is evident that the youth unemployment problem is not only the result of young age. Inherently tied to the state's youth unemployment problems are the important factors of location (i.e., large metropolitan areas experience the greatest percentages), sex, and most importantly, racial affiliation. Non-whites in Missouri's largest metropolitan areas experience significantly higher unemployment rates than do their white counterparts. This suggests the need to deal effectively with the urban youth unemployment situation. However, this does not imply that rural areas should not receive immediate attention also. The youth unemployment problem in urban areas has a structural basis (i.e., it is not the sole result of economic fluctuations, but is related to individual factors that serve as barriers to employment), whereas rural areas are plagued with large amounts of underemployment (i.e., underutilization of individual work skills). Both areas require administrative attention in an effort to alleviate the youth unemployment problem.

Table 3

Missouri Youth Unemployment Rates by Age, Sex, and Racial Affiliation for Four CETA Prime Spon[illegible]
1979 (Percents)

Age Cohorts	St. Louis City	St. Louis County	Kansas City	Balance of State
16-17 Years Old				
White Males	12.7	13.7	13.7	9.3
Non-White Males	22.1	21.9	26.3	20.8
White Females	13.1	17.2	14.8	12.3
Non-White Females	20.4	23.4	23.8	18.4
18-19 Years Old				
White Males	7.3	11.0	8.2	5.5
Non-White Males	23.9	27.5	23.8	12.0
White Females	6.8	8.1	8.0	5.5
Non-White Females	14.5	15.5	18.8	14.5
20-24 Years Old				
White Males	7.1	7.3	6.4	5.1
Non-White Males	18.4	18.7	15.5	10.5
White Females	4.7	5.4	6.0	7.7
Non-White Females	12.2	13.6	14.0	19.3

A review of data concerning the school status of Missouri's teenagers reveals that non-whites experience lower in-school status rates than do whites (Table 4). Consistent with national trends, these figures suggest that a lack of basic educational skills may be more prevalent among non-white youth. The implications of this are far reaching when one considers the future need for a labor force with adequate educational skills. Lower in-school rates may result in higher unemployment rates later in life. This point is corroborated by national figures regarding white and non-white unemployment rates.

Table 4

School Status of Missouri Youth
by Racial Affiliation
1979 (Percents)

Age, Racial Affiliation	In-School	Out-of-School
16 to 17 Years Old		
White	90	10
Non-White	85	15
18 to 19 Years Old		
White	55	45
Non-White	48	52
20 to 24 Years Old		
White	22	78
Non-White	13	87

Employment Projections for Missouri by Occupation

Missouri's labor force is expected to change at approximately the same rate as the national labor force. After 1980, a slowdown in labor force growth and lower unemployment levels is expected. Past trends indicate a lessening of the proportion of labor used in manufacturing and an increase in the proportions in trade and service industries. The trend toward a higher degree of importance in consumer-oriented lines, as contrasted to production, is likely to continue to have a significant influence upon occupations. A summary of the amounts and percents of change in employment by the nine major occupational categories from 1970 to 1974 and from 1974 to the 1985 projected employment is shown in Table 5. The largest number and percent increase for any of the nine major categories is projected for Clerical Workers for the period 1974 to 1985. Farmers and Farm Workers are projected to decline sharply over the same period, a continuation of a long-term trend. Operatives are forecasted to increase at a significantly lower rate than other occupational categories.

Table 5

Forecasted Change and Percents of Change
1970 to 1974 and 1974 to 1985
State of Missouri

MAJOR OCCUPATIONAL CATEGORY	FORECASTED CHANGE From 1970 to 1974 Number	Percent	From 1974 to 1985 Number	Percent
Professional, Technical & Kindred	56,550	22.3	33,150	12.0
Managers, Officials & Proprietors	47,620	26.6	19,990	9.7
Sales Workers	19,450	15.6	12,240	9.3
Clerical Workers	62,480	17.8	53,800	15.0
Crafts & Kindred Workers	32,990	14.4	20,310	8.4
Operators	18,030	5.9	11,260	3.6
Service Workers	43,490	18.0	30,850	12.1
Laborers, except Farm	-2,280	-2.5	-2,310	-2.5
Farmers & Farm Workers	-44,800	-43.5	-35,750	-38.1
TOTAL - ALL OCCUPATIONS	233,530	12.4	143,540	7.3

A recap of the 1974 and 1985 employment and percent distributions for the nine major occupational categories is shown in Table 6. For ten of the twelve main divisions of the major category Professional and Technical, increasing shares of the total are projected for 1985. These ten Professional and Technical occupational divisions are projected to hire larger shares of the employed labor force because of continuation of established trends toward utilization of more highly qualified professional and technical workers. The trend toward the use of more scientific processes and complex mechanization will continue to exert influence upon the expanding need for Professional, Technical and Kindred Workers.

Managers, Officials, and Proprietors are projected to increase almost 20,000 from 1974 to 1985 and increase at a rate faster than total employment. In 1974, persons holding those positions totaled 206,900 and equaled 10.54 percent of all occupations. By 1985 it is expected that 226,890 persons will hold similar positions and their share of all positions will have risen to 10.77 percent of total employment. The relative share of Sales Workers will increase from 6.73 percent of total employment in 1974 to 6.86 percent by 1985.

As mentioned previously, the number of Clerical Workers is projected to rise faster than any other major group. The percent of all workers who are clerical will increase from 18.31 percent to 19.61 percent, or to almost one-fifth of the total workers.

Table 6

Employment and Percent of Total 1974 and 1985 (Projected)
State of Missouri

MAJOR OCCUPATIONAL CATEGORY	1974 EMPLOYMENT Number	Percent	PROJECTED 1985 EMPL. Number	Percent
Professional, Technical & Kindred	276,610	13.82	309,760	14.45
Managers, Officials & Proprietors	206,900	10.54	226,890	10.77
Sales Workers	132,190	6.73	144,430	6.86
Clerical Workers	359,380	18.31	413,180	19.61
Crafts & Kindred Workers	241,870	12.32	262,180	12.45
Operatives	310,490	15.82	321,750	15.27
Service Workers	254,680	12.97	285,530	13.55
Laborers, except Farm	92,450	4.71	90,140	4.28
Farmers & Farm Workers	93,900	4.78	58,150	2.76
TOTAL - ALL OCCUPATIONS	1,968,470	100.00	2,112,010	100.00

The number and relative share of all workers for Crafts and Kindred Workers are also expected to follow a slightly rising trend to 1985 and their relative share of total workers to rise from 12.32 percent to 12.45 percent.

Operatives number 310,490 in 1974 and are expected to total about 321,750 by 1980. The percent of total is projected to be reduced from 15.82 percent to 15.27 percent over the eleven years.

About 254,680 Service Workers were employed in 1974. By 1985 these workers are expected to increase to 285,530 and make up 13.55 percent of total employment compared to 12.97 percent in 1974.

By 1985, Laborers are projected to equal only 4.28 percent of all employees, down slightly from the 4.71 percent they equaled in 1974. A sharper drop in Farmers and Farm Workers will result in their proportion to all workers falling to 2.76 percent by 1985 compared to 4.78 percent in 1970. This decline in farm workers is expected to be partly counterbalanced by a rise in workers needed to supply and service farm equipment and supplies.

For Missouri's youth to successfully compete in the labor force, they will require employability skills in growth occupations. Unless young people are better prepared to move into white collar positions, they will not be able to adapt to the expected occupational shift away from blue collar occupations. Particular emphasis on minority youth will be required to help them move into the mainstream of the labor force.

A Brief History of Employment and Training Programs

The reauthorized Comprehensive Employment and Training Act of 1978, known as CETA, is the most recent federal employment and training legislation. CETA reflects many years of continuous experience of the federal government with manpower programs.

MDTA and EOA

Except for the extraordinary public works programs in the 1930s, the federal government's first venture into the manpower training field came with the passage by Congress of the Area Redevelopment Act of 1960, which provided federal funds for the retraining of technologically displaced workers in certain states which were then experiencing industrial lay-offs and high unemployment. This Act targeted manpower assistance to areas which were designated as economically depressed.

This relatively small effort by the federal government was superseded in 1962 by the passage of the Manpower Development and Training Act (MDTA). The MDTA made federal funds available in all states for the training and retraining of unemployed workers whose skills were obsolete or obsolescent. Responsibility for operation of these two programs of the early sixties was shared by the Department of Labor, through the Employment Service, and the Department of Health, Education and Welfare, through State Boards of Education.

In 1964, additional federal manpower funds became available through the Economic Opportunity Act (EOA), Title IB, to provide basic education and skill training to economically disadvantaged persons. Nationally designed program models were operated locally by community action agencies under supervision of the Department of Labor and the newly created Office of Economic Opportunity (OEO). With the advent of EOA Title IB, MDTA manpower programs were changed to emphasize training for economically disadvantaged individuals -- an emphasis in manpower training that has remained unchanged.

Through MDTA and EOA there were a wide variety of manpower training programs in the second half of the 1960s, but all of the programs were based on nationally designed program models. In addition to such programs as Neighborhood Youth Corps, Job Corps, and Adult Work Experience, MDTA and EOA developed new program approaches, based on earlier national experiences. These new programs included the Concentrated Employment Program, Operation Mainstream, Public Service Careers, and the National Alliance of Businessmen's Job Opportunities in the Business Sector.

Additional sources of federal funds for manpower training were made available under programs such as Model Cities, administered by the Department of Housing and Urban Development, and the Work Incentive Program, administered jointly by the Departments of Labor and Health, Education and Welfare.

Before the end of the 1960s, there was an overlap of federally funded manpower training programs and of geographic areas, administered by different federal agencies, states, cities, community agencies, Model Cities neighborhood boards and a large number of national and local non-profit agencies created especially for these programs. The need for coordination of manpower planning at the national and local levels led in 1968 to the creation of four strata of manpower coordinating committees: national, regional, state and local -- Cooperative Area Manpower Planning System (CAMPS). At the national and regional levels all of the federal agencies which were involved in funding or administering manpower programs were to meet to coordinate their efforts, and the state and local agencies which operated federally funded manpower programs were to meet to conduct joint planning for services delivery. Even though all of the agencies involved received their funding through Congressional appropriations, any hope that federal, state and local agencies would agree to pool their planning and administrative resources and eliminate duplication of effort quickly faded.

In addition, EOA manpower funds were not allocated to states and local communities by formula, but rather on a competitive proposal basis, an advantage that resulted in the bulk of these funds becoming concentrated in large urban centers. To offset this organizational problem, in 1970 the Department of Labor provided for state level planning staffs (a CAMPS Secretariat) to provide assistance to state and local committees.

In 1971 the Department of Labor revised the CAMPS structure to reduce its domination by manpower agencies. The CAMPS committees were extended to include representatives from business, organized labor, the general public, and the client sector. Under the new structure, agency representatives could not constitute more than one-third of the total membership and client representatives had to make up at least one-third of the planning groups. The new state level planning body, to be appointed by the Governor, was renamed the State Manpower Planning Council (SMPC). The local planning groups formed by mayors of large cities with CAMPS grants were designated as Manpower Area Planning Councils (MAPC). Sub-areas within the balance of the state were served by locally based Ancillary Manpower Planning Boards (AMPB). Thus, an entire state was covered by a network of manpower groups.

The revised CAMPS planning system made manpower services agencies more accountable than they had previously been, since they were now required to explain their planning process to the business and client communities, but the new Councils and Boards still had only a review and comment function to perform. The actual planning and program operation remained the prerogative of the agencies and of the Department of Labor.

EEA

While CAMPS was being reorganized, in July 1971 Congress enacted the Emergency Employment Act (EEA) to provide funds for public service employment to states and cities with high unemployment rates. The Act designated cities with a population of 75,000 or over as Program Agents with the authority to receive federal funds and to operate programs under the supervision of the Department of Labor. All communities with populations under 75,000 were designated as comprising the "Balance of State" and were to receive their funds through the Governor of the State who was named Program Agent. Funds for the EEA program were allocated to Program Agents by a legislative formula based on unemployment rates.

Since the Department of Labor viewed the EEA program as a temporary employment program, separate from the manpower training programs that were funded under MDTA and EOA, little emphasis was given to trying to incorporate EEA activities into the overall CAMPS planning effort. Any such effort, however desirable from the point of view of planning, would have been difficult since the geographic areas served by CAMPS and EEA were entirely different in that EEA, being directed only to states and cities with high unemployment rates, need not otherwise overlap with CAMPS which was universal in its territorial coverage.

CETA

The need for legslative reform of all federally funded manpower training programs was apparent. The CAMPS approach, even with its revisions, did not succeed in eliminating the confusion and duplication of manpower services; neither did EEA. The manpower scene was further confounded by a variety of social action measures enacted by Congress in earlier sessions. Also, the number of program operators for all these programs was beginning to exceed 10,000. Following the passage by Congress of the Emergency Employment Act in 1971, the drive for overall manpower reform was temporarily slowed and did not regain momentum until two years later when the Comprehensive Employment and Training Act (CETA) was enacted by Congress and signed into law on December 28, 1973.

The CETA legislation repealed previous programs authorized under MDTA, EOA (Title IB) and EEA, and it designated local communities as the chief designers and providers of manpower programs. Although ultimate responsibility for manpower program operations remained with the Department of Labor, it delegated local planning and operational responsibility to Governors and the chief elected officials of units of local government with a population of 100,000 or more, thereby establishing a prime sponsor network. CETA thus encouraged the development of local manpower policy and programs based upon the actual labor market served by the locality. CETA also gave Governors the responsibility of coordinating all manpower and manpower related activities through a State Manpower Services Council (now State Employment and Training Council) to be appointed by each Governor.

Under the CETA legislation, Prime Sponsors were authorized to operate all manpower training programs previously authorized under MDTA. Prime Sponsors were no longer restricted to the nationally designated categorical program models of the past decade but could, if they wished, design new and innovative manpower delivery systems which could be more responsive to local needs.

CETA funds flow into Missouri through nine different Prime Sponsors. The following are Prime Sponsors in the State:

1. City of Independence
2. City of St. Louis
3. City of Springfield
4. Jefferson-Franklin County Consortium
5. St. Charles County
6. St. Louis County
7. Kansas City Consortium
8. Balance of Jackson County
9. Balance of State (see Appendix A)

Although the Balance of State Prime Sponsor is responsible for CETA Programs in 105 of the 115 counties in the state, it exercises no control or authority over any of the other Prime Sponsors. Each Prime Sponsor receives its funding directly from the Department of Labor on a formula basis.

Congress reauthorized CETA for four years and it was approved by the President on October 27, 1978. It is now referred to as the Comprehensive Employment and Training Act of 1978, Public Law 95-524. The Comprehensive Employment and Training Act of 1978 contains essentially the same programs as it did in 1973; however, Congress incorporated various components to provide for improved employment and training services, to make the program more responsive to changing national economic conditions, to provide new and innovative approaches to fulfilling the purpose of the program and to build in greater safeguards to prevent fraud and abuse.

The purpose of the 1978 CETA Amendments is as follows:

"....to provide job training and employment opportunities for economically disadvantaged, unemployed, or underemployed persons which will result in an increase in their income, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible, coordinated, and decentralized system of Federal, State, and local programs...to provide for the maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activites, such as vocational education, vocational rehabilitation, and social services programs."[4]

The philosophy upon which the CETA program is based includes:

"....(1) government has the responsibility to provide employment assistance to its citizenry and is the employer of the last resort; (2) the most effective programs meet local needs; (3) training and education are one of the most effective means of youth assistance; (4) job placement or provisions is an effective method of serving young clients; and (5) if the client's needs (particularly long-range) are not met, the probability increases that he or she will return to unemployment."[5]

The 1978 CETA Amendments constitute eight titles. The following provides an overview of each title.

Title I: Administrative Provisions. This title describes precisely how CETA will function. It "sets forth the administrative provisions that govern the operation of all the other titles."[5] It outlines the identification of prime sponsors, as well as the process of selecting service providers. Various council roles are explained along with an outline detailing the requirements of the governor's coordination and special services plan. It explains prime sponsor activities and requirements for the comprehensive employment and training plan.[5]

Title II: Comprehensive Employment and Training Services. This is the core section of CETA. Other components of the program are linked with this title through provision of supplemental activities.[3] Title II gives priority consideration to the economically disadvantaged population who are underemployed, unemployed, or in school. It explains the requirements for participant eleigibility and authorizes the following programs: public service employment, upgrading and retraining, work experience, and education. Title II establishes employment and training programs, while state and local prime sponsors administer them in accordance with the federal regulations.

Title III: Special Federal Responsibilities. Activities under this title are primarily determined by the Secretary of Labor, but are intended to supplement the programs of prime sponsors. It provides authority for establishing special national programs to assist groups whose needs are not met by other components of CETA (e.g., Native Americans, Alaskan Natives, Asian or Pacific Islanders, youth, displaced homemakers, offenders, women, handicapped persons, migrant and seasonal farm workers, public assistance recipients, persons lacking educational credentials, individuals with limited English speaking proficiency, middle-aged and older workers, disabled and Vietnam-era veterans, and other groups designated by the Secretary of Labor).[5] Additionally, research and training and evaluation projects designed to assess the effectiveness of current programs are also carried out under Title III and funded directly by the Secretary of Labor.

Title IV: Youth Programs. This title of the 1978 CETA Amendments is funded for two years, through FY80. It contains the majority of CETA youth programs for persons 14 to 21 years of age. It comprises three main categories of youth programs: Youth Employment Demonstration Programs (YEDP), Summer Youth Employment Program (SYEP); and the Job Corps. YEDP is an attempt to deal with the structural nature of youth unemployment by establishing employment, training, and demonstration programs. SYEP tries to develop employability skills through work experience, basic education, and on-the-job training during the summer. Job Corps places young people in an intensive group program setting to develop employability skills.[5]

Title V: National Commission for Employment Policy. This constitutes a 15-member commission, the purpose of which is to serve in an advisory capacity to the President and Congress with regard to national issues on employment and training.[3] The commission identifies national employment goals and needs and assesses existing manpower programs in light of meeting these needs.

Title VI: Countercyclical Public Service Employment Program. The purpose of this title is to provide periods of temporary employment, through public service jobs, to individuals who experience unemployment due to fluctuations in the business cycle. Title II-D of CETA provides for some public service employment (PSE), but the Title VI PSE eligibility requirements are less stringent. Title VI emphasizes the training component less than II-D because it is designed for persons who have labor market experience and skills but who are unemployed for purely economic reasons. As a result, the number of PSE jobs available at any one time is closely linked with economic indicators and national unemployment rates.[5]

Title VII: Private Sector Opportunities for the Economically Disadvantaged. This is referred to as the Private Sector Initiative Program (PSIP), and it establishes authority to increase private sector involvement in the training and employment of economically disadvantaged persons. It is based on the assumption that since most employment opportunities are found in the private sector, the optimum way to deal with unemployment is to increase the involvement of that sector. It applies to the broadening of private sector involvement under all titles of CETA. Private Industry Councils (PICs) are the means to achieving the goals of Title VII. They are established by prime sponsors and are equally involved in program planning distribution of Title VII funds.[5]

Title VIII: Young Adult Conservation Corps (YACC). This title is different from preceeding titles because it places no economic restrictions on an individual's participation. YACC involves and trains youth in conservation projects on public lands or waters. Funds are administered through the Secretary of Labor in agreement with the Departments of Interior and Agriculture. Eligibility requirements for participation include unemployed out-of-school youth ages 16 to 23, American citizens, legally permanent residents, and parolees and refugees.[5] Participation is for one year.

Summary. The intent of the preceeding discussion has been development of a general awareness with regard to the primary sections of the 1978 CETA Amendments. Condensed summaries of the provisions included in each title have been discussed. However, this provides only a broad picture of CETA. For a more in depth view of the 1978 CETA Amendments, the reader is referred to Public Law 95-524, October 27, 1978.

Missouri CETA Youth Programs

Youth unemployment has been a priority concern throughout the administration of Missouri Governor Joseph P. Teasdale. While the incidence of unemployed youth is high nationally, the problem is especially crucial in urban areas. Both Kansas City and St. Louis exhibit broad disparities between white and black youth unemployment rates. The extremely high rates of youth unemployment in these large urban areas leads to problems far greater than just an idle work force. For example, in recent years 30 to 50 percent of all crimes have been committed by young people. Continued unemployment in the early work years often sets a pattern for a lifetime of joblessness and poverty.

Proposals for major new funding to tackle the problem of youth unemployment will provide Missouri with additional funds to continue to improve basic education and provide youth training programs. By improving existing programs, Missouri will remain a step ahead of other states in attracting new federal assistance.

State and local governments in Missouri have been cooperatively attempting to assist youths in acquiring job skills and securing employment. During the last two years, $2.2 million from the U.S. Department of Labor has been distributed through the Governor's office to fund 19 special projects, serving 1,500 youth throughout Missouri.

The Governor's Youth Special Grant funded 9 projects for fiscal year 1980 for a total of $1,380,658.23. The following is a summary of each of those projects.

De La Salle Education Center (Kansas City, Mo.) - De La Salle is a non-traditional education center especially designed to serve predelinquents and drop-out youth. It is a fully accredited academic institution offering G.E.D. and a high school diploma curriculum. De La Salle will continue its academic offering to 30 CETA eligible youth. In addition to vocational offerings, career guidance with employability planning will be provided by counselors.

Jewish Employment and Vocational Service (St. Louis, Mo.) - The JEVS program is designed to provide diagnostic evaluation of vocational interests, work adjustment training, job placement and follow-up counseling for 20 pre-delinquent and delinquent CETA eligible youth. Services will also be provided to mentally retarded offenders.

Urban League (Kansas City, Mo.) - The Urban League, in cooperation with the Bureau of Apprenticeship and Training, Regional Office of the Department of Labor, will establish a multi-trade pilot apprenticeshop program in non-construction industries and non-traditional job occupations for 65 CETA eligible youth. Project staff will identify skill areas where opportunities are available through contact and negotiations with industries to establish training programs and develop job slots.

University of Missouri Extension Center (St. Louis, Mo.) - The University of Missouri Extension Center will provide a comprehensive career planning and development program for 40 in-school and 40 out-of-school CETA eligible youth. The program curriculum includes 30 hours of job-readiness and employability training, 60 hours of individualized academic enrichment and remediation through the Center for Academic Development at the University of Missouri-St. Louis, 20 hours of career planning/advisory sessions, and 12 weeks of vocational exploration at the St. Louis Community College at Forest Park.

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Eastside Human Resource Center (St. Joseph, Mo.) - The Eastside Human Resource Center will provide life and career skills, academic training and job placement services to 60 CETA eligible youth. An additional emphasis will be placed on apprenticeship training in conjunction with labor unions.

Providence, Inc. (St. Louis, Mo.) - The Providence, Inc., program will provide pre-employment training and apprenticeship work experiences, career development planning, testing, remedial education training with GED preparatory coursework and job placement services for 250 CETA eligible youth.

Charlie Parker Academy (Kansas City, Mo.) - The Charlie Parker Academy will provide employment and training opportunities by focusing on the "arts" as an area for future employment. The Academy will serve 15 youth. The participants will develop a plan profile for training in attaining a mastery level of skill in at least one marketable area of theater management, production, performance or auxiliary activities. After training, a theater presentation will be given to the area community, civic and school organizations. Job placement activities will also take place at that time.

Opportunities Industrial Center (Kansas City, Mo.) - The OIC program is designed to provide career planning and development for 144 out-of-school youth and 36 in-school youth. Services to be provided include exploration for career awareness, present and future labor market information, hands-on training in 52 occupational areas provided through modules and communication; and computational remediation will be provided by Penn Valley College on a basis of 20 hours per credit for 3 hours applicable on an A.A. degree. In-house ABE-GED training will also be provided.

Midwest Human Development Corporation (St. Joseph, Mo.) - The Midwest Human Development Corporation will provide career development, work experience, and job sampling for 60 CETA eligible youth. The program will also develop a preapprenticeship pool. The existing career research center will be enlarged and updated.

As previously stated, CETA youth programs in Missouri are operated by nine prime sponsors located throughout the state. Appendix A of this report provides a map of Missouri indicating the various locations of prime sponsors. Appendix B comprises a listing of Missouri's prime sponsors including names of persons in charge, title, addresses and phone numbers. The following are examples of CETA youth programs operated through the prime sponsors.

For the last four years, the City of Springfield, Missouri's Human Resources Department has been operating an innovative CETA In-School Program designed to keep potential dropouts in school. The approach blends services which include self-concept and interpersonal relations development through individual and group guidance counseling, educational tutoring, and vocational awareness activities. Participants attend either a guidance, educational or vocational group and work five hours each week during the school year. Program results indicate a high school dropout rate of less than one-third the national average, as well as an improvement in participant's work attitudes and self-concept.

Several employment and training opportunities are currently being offered to youth by the St. Charles County Prime Sponsor.

The largest program operating at the present time is the CETA Title II-B In-School Work Experience Program. It serves approximately 75 young people between the ages of 14-24. They

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are currently enrolled full time in and attending a secondary, trade, technical, vocational school or community college or are currently working on their GED or high school equivalency.

This work experience program allows each youth to work a maximum of 15 hours per week. The young people are matched with jobs that meet their particular interest and skill levels. Examples of jobs available in the program are library aides, secretarial and office aides, custodial and labor aides, drafting assistants and maintenance trainees.

The Classroom Training Program also under CETA Title IV-YETP, is for youth out of school. Three different areas of training are offered: welding, secretarial, and accounting. Welding is a 26-week program through Watterott & Sullivan Educational Centers. Secretarial and accounting are 32-week programs through Brown Business School. Tuition and supply costs for all participants are paid by the Prime Sponsor. They also receive an allowance of $3.10 per hour for their participation and 15 cents per mile for transportation.

The On-The-Job Training Program is for youth who are out of school. The program provides full-time jobs (40 hour/week) with private businesses. The Employment and Training Office reimburses the business for half the cost of training the participant. Participants have the greatest chance of obtaining permanent full-time employment with this program since at the end of their established training period the participant is expected to be permanently hired by the business.

Another program serving in-school youth is the CETA Title IV-YETP Work Experience Program. This is operated by the local educational agencies through funds allocated by the St. Charles County Prime Sponsor.

There are five school districts participating. Each district has a teacher or school counselor who works with and selects eligible youth to participate in this program. Two of these school districts have elected to work mainly with handicapped individuals. Some students receive school credit for their participation. Job categories are similar to those on the Title II-B In-School Program.

Missouri's Balance of State prime sponsor is responsible for CETA youth programs in 105 of the state's 115 counties.

The Division of Manpower Planning contracts with the Community Action Agencies, regional planning commissions, and city and county governments to operate Youth Community Conservation and Improvement Projects (YCCIP). These projects are designed to provide tangible benefits to the community and well supervised, constructive work experience for youth participants. The range of projects includes weatherization and rehabilitation of low-income housing, improvement of public facilities, park conservation, and maintenance projects. Work experience is the primary benefit to participants but specific skills needed for the projects can be learned while on the job.

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YCCIP projects operators are responsible for recruiting and selecting participants who are experiencing severe difficulties in obtaining employment. The Balance of State Missouri Prime Sponsor has identified high school dropouts as a special target group to be served through YCCIP.

Dropouts selected for YCCIP projects are encouraged to enroll in ABE or GED programs as a part of their participation. Several participants normally obtain high school equivalency certificates while working on YCCIP projects.

YCCIP project operators coordinate their programs with Youth Employment and Training Program (YETP) operators who provide services to participants such as vocational counseling, labor market information, and job placement. YETP counselors also work with YCCIP participants in the preparation of an Employability Development Plan (EDP) which is used in planning the participant's movement from the YCCIP project to further training or employment.

The Division of Manpower Planning (DMP) has contracted with the state's 15 Community Action Agencies and the Department of Elementary and Secondary Education (DESE) to establish and operate Youth Employment and Training Programs (YETP) in Balance of State Missouri. DESE was selcted as an operator by DMP in order to meet the legislated requirement that at least 22 percent of a prime sponsor's total YETP allocation be used by local educational agencies (LEAs) to serve in-school youth. Thus far, DESE has contracted with 10 school districts to operate YETP programs within their schools.

The size and scope of YETP programs vary with each program operator, but there are common service delivery approaches demanded by federal regulations and outlined in DMP guidelines. One of these approach areas is participant selection, recruitment, intake and verification. DMP has assigned the operators four client categories that are to be given priority in the selection process. These target groups are females, minorities, handicapped, and offenders. The program operators thus base their selection and recruitment of participants on DMP target groups, as well as local area needs and federal eligibility guidelines.

Federal regulations and DMP guidelines also assign the YETP activities and services that program operators may offer. It is, however, the responsibility of the operators to assess their participants and assign them to the appropriate blend of available activities and services. This process is a joint decision making effort between the YETP coordinator and participant, and is recorded on the Employability Development Plan (EDP). The EDP also outlines the plan the participant will follow in moving from subsidized to unsubsidized employment.

An additional requirement DMP has made of YETP operators is that they establish operational linkages with all agencies and institutions that may be helpful in meeting their program goals. Operators have thus been in contact with and, in some cases, arranged to have services provided by agencies such as the Division of Employment Security and public assistance agencies and such groups as private sector businesses and labor organizations.

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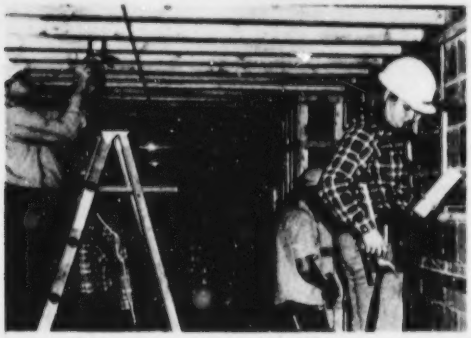

The Job Corps provides an intensive program of education, counseling, and other services to the most economically disadvantaged youth, ages 16 through 21. These services are provided to youth in both residential and non-residential settings and are designed to help them become responsible adults, prepare them to get and hold productive jobs, return to school or further training, or enter the military. Employability development services in the Job Corps are intended to deal with the whole person and are individualized to meet each participant's needs.

There are two Job Corps centers in the area served by the Balance of State Prime Sponsor. One is located in Excelsior Springs and the second at the Mingo Wildlife Preserve near Puxico.

In the Summer Youth Employment Program (SYEP) the Division of Manpower Planning has contracted with the 15 Community Action Agencies which serve the disadvantaged youth in the 105 counties of the Balance of State. The subcontractors utilize a combination of work experience and vocational exploration actitivies in conjunction with vocational counseling to serve the youth. Each subcontractor is responsible for recruitment, selection, assessment, and placement of participants into appropriate employment and training activities. Program operators give priority to the following target groups: females, blacks, handicapped, and offenders. Also, each subcontractor is responsible for developing the necessary linkages in the communities being served as well as with the other employment and training services in the area.

Conclusions

Missouri is a geographically, economically and socially diverse state. Sustaining this diversity requires accommodation of numerous needs imposed by its population. To meet the needs of the state's youth, a multitude of CETA employment and training programs are currently being implemented. Virtually every corner of the state (i.e., both urban and rural areas) receives some form of employability training for its youth.

Although nationally Missouri fares quite well with regard to its youth unemployment situation, regionally there are specific problems (metropolitan and remote rural primarily), and troubled population subgroups (non-whites). Employment projections indicate that white collar occupations will experience the largest percentage of growth during the decade ahead. To successfully compete in this sector of the labor market, basic employability skills (i.e., basic educational skills, work experience, positive work attitudes, etc.) will be a necessity. It will not be enough just to provide employment and training programs for youth. There is a paramount need to localize vocational employment and training to meet the specific needs of local communities. CETA programs must do much more than pay "lip service" to decentralization and localization.

Continuous evaluation and upgrading of existing programs and the development of new programs are two important means for coping with Missouri's youth employment problems. However, in the end, finding effective solutions to the problems associated with youth employment requires a commitment on the part of local agencies as well as local communities throughout the state.

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5. The National Urban Coalition, Understanding CETA: A Community Guide, Washington, D.C., 1979.

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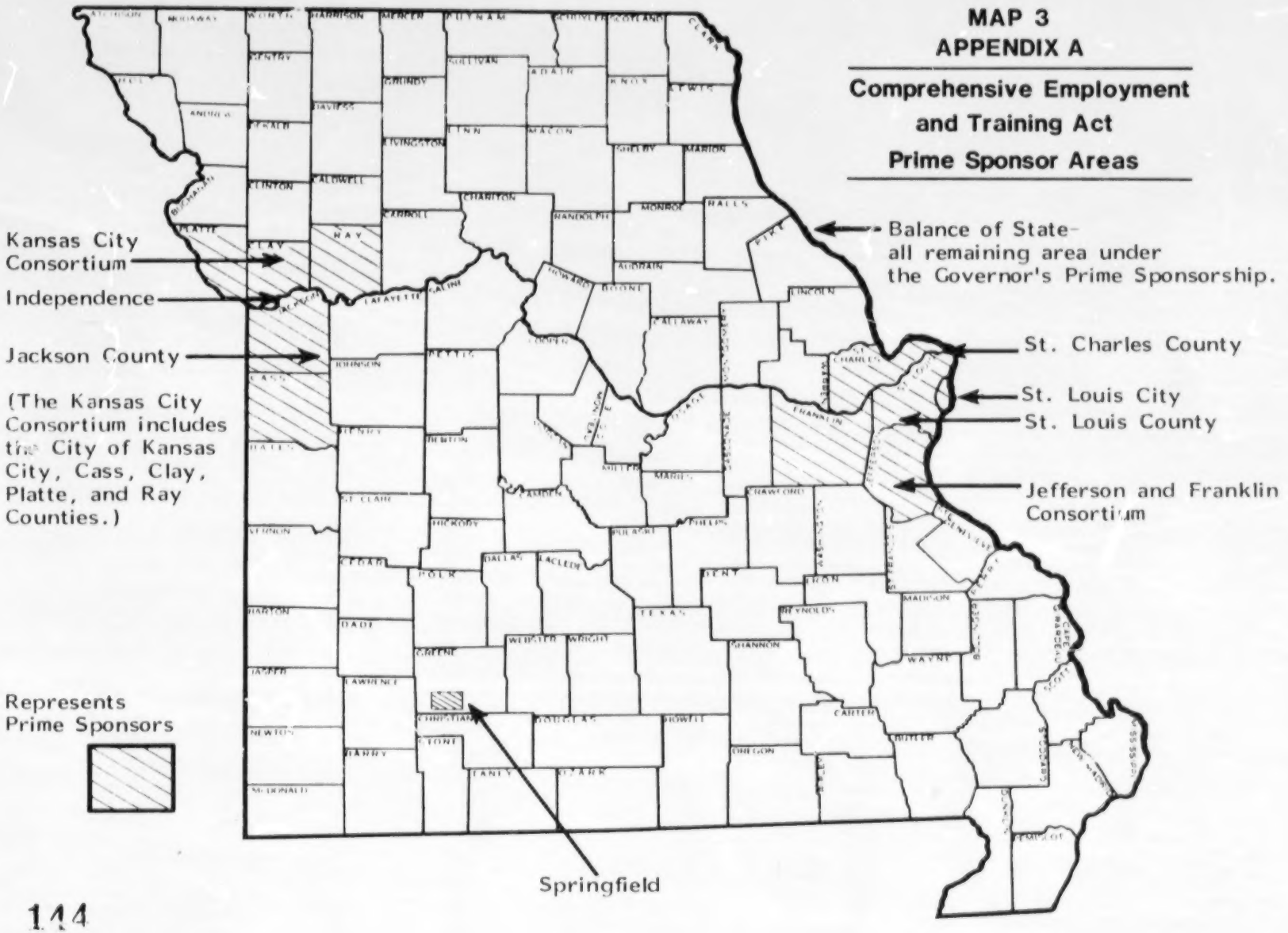
Appendices


MAP 3
APPENDIX A
Comprehensive Employment and Training Act Prime Sponsor Areas
Kansas City Consortium
Independence
Jackson County
(The Kansas City Consortium includes the City of Kansas City, Cass, Clay, Platte, and Ray Counties.)
Balance of State- all remaining area under the Governor's Prime Sponsorship.
St. Charles County
St. Louis City
St. Louis County
Jefferson and Franklin Consortium
Represents Prime Sponsors
Springfield

Appendix B

PRIME SPONSORS	ADMINISTRATIVE AGENCIES
Balance of State of Missouri	Mr. Richard Ives, Director Division of Manpower Planning 226 E. Dunklin Street Jefferson City, Missouri 65101 (314) 751-4750
Balance of Jackson County	Mr. Anthony B. Bartlett, Director Employment & Training Administration 3675 Noland Road - Suite 100 Independence, Missouri 64055 (816) 881-4420
Kansas City Consortium	Mr. Vernon Brooks Employment & Training Administration City Hall, Fourth Floor 414 East 12th Street Kansas City, Missouri 64106 (816) 274-2631
City of St. Louis	Mr. Charles Bussey, Jr., Director St. Louis Agency for Training and Employment 3800 Lindell St. Louis, Missouri 63108 (314) 531-5100
City of Springfield	Mr. Chet Dixon, Director Department of Human Resources 299 East Commercial P. O. Box 906 CSS Springfield, Missouri 65802 (417) 862-0784
Jefferson-Franklin Consortium	Mr. Ronald Ravenscraft, Director Jefferson-Franklin Counties, Inc. P. O. Box 362 Hillsboro, Missouri 63050 (314) 789-3502
St. Charles County	Mr. Jerry Rufkahr, Director St. Charles County Government Office of Employment & Training Programs #1 Westbury Plaza St. Charles, Missouri 63301 (314) 723-8300
City of Independence	Mr. Robert Svehla, Division Chief Employment and Training Administration 223 North Memorial Independence, Missouri 64050 (816) 836-8300
St. Louis County	Mr. Donald Clark, Director Department of Human Resources 555 South Brentwood Blvd. Clayton, Missouri 63105 (314) 889-2167

Appendix C

CETA Acronyms

ABE	Adult Basic Education
AMPB	Ancillary Manpower Planning Board
BLS	Bureau of Labor Statistics
BOS	Balance of State
CAA	Community Action Agency
CAMPS	Cooperative Area Manpower Planning System
CBO	Community Based Organization
CETA	Comprehensive Employment and Training Act
DES	Division of Employment Security
DESE	Department of Elementary and Secondary Education
DMP	Division of Manpower Planning
DOL	Department of Labor
EDP	Employability Development Plan
EEA	Emergency Employment Act
EOA	Economic Opportunity Act
GED	Grade Equivalency Diploma
LEA	Local Education Agency
MAPC	Manpower Area Planning Council
MDTA	Manpower Development and Training Act
OJT	On-the-Job Training
PIC	Private Industry Council
PSE	Public Service Employment
PSIP	Private Sector Initiative Program
SETC	State Employment and Training Council
SMPC	State Manpower Planning Council
SMSA	Standard Metropolitan Statistical Area
SYEP	Summer Youth Employment Program
YACC	Young Adult Conservation Corps
YCCIP	Youth Community Conservation and Improvement Projects
YEDPA	Youth Employment and Demonstration Projects Act of 1977
YETP	Youth Employment and Training Program
YIEPP	Youth Incentive Entitlement Pilot Projects

Prepared By:

Carl M. Bender
Research Associate
Department of Practical Arts
and Vocational-Technical Education
University of Missouri-Columbia